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ANNUAL REPORT

OF THE

STATE BOARD OF CHARITIES

FOR THE YEAR 1904

IN TWO VOLUMES

WITH STATISTICAL APPENDIX TO VOLUME ONE BOUND SEPARATELY

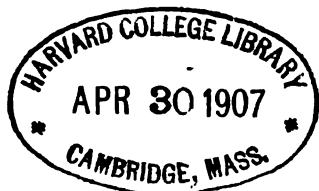
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TRANSMITTED TO THE LEGISLATURE FEBRUARY 27, 1905

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1905

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The Board.



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STATE OF NEW YORK.

No. 31.

IN SENATE,

FEBRUARY 27, 1905.

THIRTY-EIGHTH ANNUAL REPORT

OF THE

STATE BOARD OF CHARITIES.

STATE OF NEW YORK:

OFFICE OF THE STATE BOARD OF CHARITIES,

THE CAPITOL, ALBANY, *February, 27, 1905.*

To the Hon. M. LINN BRUCE,

Lieutenant-Governor and President of the Senate:

SIR.—By direction of the Board, I have the honor herewith to transmit to the Legislature the thirty-eighth annual report of the State Board of Charities.

Yours very respectfully,

ENOCH V. STODDARD, M. D.,

President.

MEMBERS AND OFFICERS OF THE STATE BOARD OF CHARITIES 1905.

MEMBERS APPOINTED BY THE GOVERNOR, BY AND WITH THE ADVICE AND CONSENT OF THE SENATE.

| DISTRICTS. | Names and addresses. | Date of appointment. |
|---|---|----------------------|
| First Judicial..... (New York county.) | William R. Stewart, 31 Nassau street, New York city. | May 31, 1882 |
| New York county..... | Mrs. Beekman de Peyster, 2345 Broadway, New York city. | October 4, 1890 |
| New York county..... | Stephen Smith, M. D., Vice-President, 300 Central Park West New York city. | *March 29, 1898 |
| New York county..... | Michael J. Scanlan, 56 Pine street, New York city. | May 20, 1901 |
| Second Judicial..... (Counties of Richmond, Suffolk, Nassau, Queens, Kings, West- chester, Orange, Rockland, Put- nam and Dutchess.) | Augustus Floyd, Mastic, Moriches P. O., N. Y. | June 1, 1903 |
| Kings county..... | John Notman, 136 Joralemon street, Brooklyn, New York city. | January 17, 1899 |
| Third Judicial..... (Counties of Columbia, Sullivan, Ulster, Greene, Albany, Scho- harie and Rensselaer.) | Simon W. Rosendale, 57 State street, Albany, N. Y. | March 8, 1899 |
| Fourth Judicial..... (Counties of Warren, Saratoga, Washington, Essex, Franklin, St. Lawrence, Clinton, Mont- gomery, Hamilton, Fulton and Schenectady.) | William R. Remington, Canton, St. Lawrence Co., N. Y. | November 8, 1905 |
| Fifth Judicial..... (Counties of Onondaga, Oneida, Oswego, Herkimer, Jefferson and Lewis.) | Dennis McCarthy, 217 S. Salina street, Syracuse, N. Y. | March 8, 1899 |
| Sixth Judicial..... (Counties of Otsego, Delaware, Madison, Chenango, Broome, Tioga, Chemung, Tompkins, Cortland and Schuyler.) | Ralph W. Thomas, Hamilton, N. Y. | April 2, 1903 |
| Seventh Judicial..... (Counties of Livingston, Wayne, Seneca, Yates, Ontario, Steu- ben, Monroe and Cayuga.) | Enoch Vine Stoddard, M. D. President, 62 State street, Rochester, N. Y. | January 1, 1894 |
| Eighth Judicial..... (Counties of Erie, Chautauqua, Cattaraugus, Orleans, Niagara, Genesee, Allegany and Wyom- ing.) | William H. Gratiwick, 814 Fidelity Trust Bldg., Buffalo, N. Y. | April 17, 1901 |

OFFICERS.

| | |
|--------------------------------|--|
| ENOCH VINE STODDARD, M. D..... | PRESIDENT |
| STEPHEN SMITH, M. D..... | VICE-PRESIDENT |
| ROBERT W. HEBBERD..... | SECRETARY |
| ROBERT W. HILL..... | SUPERINTENDENT OF STATE AND ALIEN POOR |
| WILLIAM B. BUCK..... | SUPERINTENDENT OF INSPECTION |

*Previously a commissioner.

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REPORT.

To the Honorable the Legislature of the State of New York:

In conformity with the requirements of chapters 225 and 546 of the Laws of 1896, known as the Poor Law and the State Charities Law, respectively, the State Board of Charities herewith submits its thirty-eighth annual report to your honorable body.

THE MEMBERSHIP OF THE BOARD.

There was no change in the membership of the Board in 1904.

The term of Commissioner Augustus Floyd, from the Second Judicial District, having expired, he was, on February 1, 1904, by and with the advice and consent of the Senate, appointed by Governor Odell to succeed himself as such Commissioner for a full term of eight years.

ATTENDANCE AT MEETINGS.

The following table, giving the names of the Commissioners of the Board, the district or county from which they were respectively appointed, together with the length of their service and the record of their attendance at Board meetings during the year 1904, is respectfully presented in accordance with a requirement of the State Charities Law :

ATTENDANCE OF COMMISSIONERS UPON MEETINGS OF THE BOARD HELD DURING THE YEAR 1904.
A. Absent. P. Present.

| COMMISSIONERS. | Years of service. | Stated meeting, Jan. 13. | Stated meeting, April 13. | Special meeting, May 25. | Stated meeting, July 13. | Stated meeting, Oct. 12. | Special meeting, Nov. 15. | Special meeting, Dec. 21. |
|--|-------------------------|--------------------------------|---------------------------------|--------------------------------|--------------------------------|--------------------------------|---------------------------------|---------------------------------|
| | | Albany. | Albany. | New York. | New York. | Albany. | Syracuse. | New York. |
| William R. Stewart, First Judicial District..... | 23 | P | P | P | A | P | A | P |
| Annie G. de Peyster, New York county..... | 14 | P | P | P | P | P | P | P |
| Stephen Smith, M. D., New York county..... | 11 | P | P | P | P | P | P | P |
| Michael J. Scanlan, New York county..... | 3 | P | P | P | P | P | P | P |
| Augustus Floyd, Second Judicial District..... | 1 | P | P | P | P | P | P | P |
| John Notman, Kings county..... | 5 | A | P | P | P | A | A | A |
| Simon W. Rosendale, Third Judicial District..... | 5 | P | P | P | P | P | P | A |
| Newton Aldrich, Fourth Judicial District..... | 9 | P | P | P | P | P | P | A |
| Dennis McCarthy, Fifth Judicial District..... | 5 | P | P | P | A | P | P | A |
| Ralph W. Thomas, Sixth Judicial District..... | 1 | P | P | P | A | P | P | A |
| Enoch V. Stoddard, M. D., Seventh Judicial District..... | 11 | P | P | P | P | A | A | P |
| William H. Gratwick, Eighth Judicial District..... | 3 | P | P | P | A | P | A | P |
| | | 11 | 12 | 12 | 8 | 10 | 7 | 9 |

The average attendance during 1904 was 9.86.

ELECTION OF OFFICERS.

At the Board's stated meeting of April 13, 1904, the annual election of officers was held as provided by the by-laws. President Enoch Vine Stoddard of Rochester, and Vice-President Stephen Smith of New York, were unanimously reelected for the ensuing year. The other officers were continued subject to the pleasure of the Board.

On December 26, 1904, Mr. Byron Madison Child, the Board's Superintendent of State and Alien Poor, died at his home in Albany, after a service with the Board of five and a half years.

At its meeting of January 11, 1905, the Board unanimously adopted the following:

MINUTE.

The Commissioners of the State Board of Charities have learned with great regret of the death in his fifty-second year, of Byron Madison Child, late Superintendent of State and Alien Poor in the service of the Board, and desire to give expression to their appreciation of his character and services, and to their sympathy with the members of his family in their bereavement.

Mr. Child was by reason of a kindly nature and previous experience well fitted to carry on the work of the Board. He took a friendly interest in the welfare of the poor whose needs he was called upon to relieve, and devoted himself to his important duties with a deep sense of their responsibilities. He believed, with the Board, in the necessity for constant progress in the methods of dealing with the special problems of public relief, and studied carefully the laws with relation to the poor, for the execution of which this Board is responsible. He was worthy of high regard and filled with credit to the Board, as well as to himself, his responsible position in the service of the State.

Resolved, That this minute be adopted and made a part of the record of this meeting, that a copy be suitably engrossed, signed by the President and attested by the Secretary, and presented to the family of the deceased.

STANDING COMMITTEES OF THE BOARD.**On Publication :**

The President, Commissioners Stewart, Smith and Scanlan.

On Finance :

The President, Commissioners Rosendale and Scanlan.

On Inspection :

Commissioners Smith, Scanlan and Gratwick.

On State and Alien Poor :

Commissioners McCarthy, Stewart, Gratwick and Floyd.

On Reformatories :

Commissioners Stewart, Smith and de Peyster.

On Idiots and the Feeble-Minded :

Commissioners McCarthy, Rosendale and Smith.

On Soldiers and Sailors' Homes :

Commissioners Rosendale, Gratwick and Thomas.

On Craig Colony :

Commissioners Smith, McCarthy and Rosendale.

On Thomas Asylum :

Commissioners Gratwick and Floyd.

On the Blind :

Commissioners Gratwick, Smith and Floyd.

On the Deaf :

Commissioners Notman, Aldrich and Scanlan.

On Almshouses :

Commissioners Rosendale, Aldrich and Thomas.

On Orphan Asylums :

Commissioners Notman, McCarthy and de Peyster.

On Hospitals :

Commissioners Smith, Notman and McCarthy.

On Legislation :

Commissioners Rosendale, Notman and Scanlan.

On the Construction of Buildings :

Commissioners Smith, Stewart and McCarthy.

On Placing-Out of Children :

Commissioners Scanlan, Gratwick, Floyd and Thomas.

On Dispensaries:

Commissioners Smith, Rosendale and Gratwick.

On Sanatoria for Consumptives:

Commissioners Smith, Stewart and Rosendale.

On Legal Questions:

Commissioners Notman and Scanlan.

On State Hospital for Crippled and Deformed Children:

Commissioners de Peyster, Smith and Floyd.

On Education:

Commissioners Thomas, Smith and Rosendale.

On Juvenile Courts and the Probation System:

Commissioners McCarthy, Gratwick, Scanlan and Floyd.

Eastern Inspection District:

Commissioner Stewart, Chairman; Smith, de Peyster, Scanlan, Floyd, Notman, Rosendale and Aldrich.

Western Inspection District:

Commissioner Stoddard, Chairman; McCarthy, Thomas and Gratwick.

**APPROPRIATIONS TO THE BOARD BY THE LEGISLATURE
OF 1904.****APPROPRIATION BILL.**

The appropriation bill, chapter 728 of the Laws of 1904, made the following appropriations for carrying on the Board's work:

For the salary of the secretary, \$3,500.

For compensation of twelve commissioners as provided by chapter 546 of the Laws of 1896, \$1,000, or so much thereof as may be necessary.

For superintendent of inspection, \$2,500; chief clerk, \$1,800; clerk, \$1,400; statistician, \$1,000; one stenographer, \$900; one stenographer, \$720; messenger, \$720; clerk, \$720; junior clerk, \$600. For temporary help at the Albany office, \$300, or so much thereof as may be necessary.

For traveling expenses of the commissioners and secretary while engaged in the discharge of their official duties, \$2,500, or so much thereof as may be necessary.

For traveling expenses of the employes of the department while engaged in their official duties, \$2,500, or so much thereof as may be necessary.

For rent, printing, stationery, and other expenses of the office, \$5,000, or so much thereof as may be necessary.

For postage and expense of transportation of all letters, official documents or other matter sent by express or freight, including boxes or covering for same, \$1,200, or so much thereof as may be necessary.

State and Alien Poor.

For salary of the superintendent, \$3,000; for the deputy superintendent in New York city, \$1,500; for the special inspector of charitable institutions, \$2,000; for inspector, \$1,500; for assistant inspector, \$1,200; for transfer agent, Kings county almshouse, \$1,000; for transfer agent, Erie county almshouse, \$1,000; for clerk and stenographer, \$720; for stenographer, \$700; for messenger, \$400; for traveling expenses of superintendent and inspectors, \$4,000; for incidental office expenses, \$800; for maintenance, transportation and removal of State, alien and non-resident poor, \$26,000, or so much thereof as may be necessary.

New York Office.

For superintendent, \$1,500; one inspector, \$1,400; one inspector, \$1,200; two inspectors, \$900 each; stenographer, \$720.

Rochester Office.

For inspector, \$1,200, and stenographer, \$600.

APPROPRIATIONS DESIRED FROM THE LEGISLATURE OF 1905.

For the secretary of the Board, for salary, \$5,000.

For compensation of twelve commissioners as provided by chapter 546 of the Laws of 1896, \$1,500, or so much thereof as may be necessary.

•
For superintendent of inspection, \$3,000; chief clerk, \$1,800; clerk, \$1,400; statistician, \$1,200; one stenographer, \$1,200; one stenographer, \$720; messenger, \$720; clerk, \$720; junior clerk, \$600. For temporary help, \$500, or so much thereof as may be necessary.

For traveling expenses of commissioners and the secretary while engaged in the discharge of their official duties, \$2,500, or so much thereof as may be necessary.

For traveling expenses of the employes of the department while engaged in the discharge of their official duties, \$3,000, or so much thereof as may be necessary.

For rent, printing and other expenses of the office, \$6,000, or so much thereof as may be necessary.

For postage, and expense of transportation of all letters, official documents or other matter sent by express or freight, including boxes or coverings for same, \$1,500, or so much thereof as may be necessary.

New York Office.

For superintendent, \$1,500; one inspector, \$1,400; two inspectors, \$1,200 each; one inspector, \$900; stenographer, \$840.

Rochester Office.

For one inspector, \$1,200; stenographer, \$600.

State and Alien Poor.

For salary of the superintendent, \$3,000; for the deputy superintendent in New York city, \$1,500; for inspector of State charitable institutions, \$2,000; for inspector, \$1,500; for inspector, \$1,200; for transfer agent Kings county almshouse, \$1,000; for transfer agent, Erie county almshouse, \$1,000; for clerk and stenographer, \$720; for stenographer, \$720; for messenger, \$420; for traveling expenses of superintendent and inspectors, \$4,000; for incidental office expenses, \$800; for maintenance, transporta-

tion and removal of State, alien, nonresident and Indian poor, \$26,000, or so much thereof as may be necessary.

The Board desires to renew its request to the Legislature for means to pay the salaries and meet the necessary traveling expenses of additional inspectors to visit children placed out in family homes in this State. The duty of visiting such homes is devolved upon the Board by chapter 264 of the Laws of 1898, which is an act to prevent evils and abuses in connection with the placing out of children. It is estimated that three inspectors, one man at \$1,200 a year salary, and two women at \$900 a year each, are required for this work, together with their necessary traveling expenses.

The Board also desires to renew its application for an appropriation of \$1,800 and his necessary expenses, to pay the salary of an inspector to examine the educational work of the charitable and reformatory institutions the Board is required to visit and inspect. There are over 30,000 children at present in such institutions, with substantially no independent supervision of their education. These children, by reason of their heredity and previous environment, require such supervision even more than an equal number of children living in their own homes.

CHARITABLE LEGISLATION, 1904.

The principal charitable legislation enacted in this State in 1904 worked important reforms in the reformatory institutions maintained by the State.

By chapters 167, 221 and 388, the reception of girls at the State Industrial School at Rochester, and the House of Refuge on Randall's Island, was discontinued after June 1st, since which time these institutions have received only boys under the age of sixteen years.

By chapter 453, the House of Refuge for Women at Hudson, with its board of managers, and its officers and employees, was continued after June 1st as a reformatory institution under the name of the "New York State Training School for Girls," for the reception of all girls not over the age of sixteen years legally

committed to or placed in charge of such institution as vagrants or on conviction of any criminal offense by any court having authority to make such commitments or to place such girls therein. The law further provided that, after the date mentioned, no girl over the age of sixteen years should be committed to the school, but that all inmates of the House of Refuge for Women at Hudson should continue to be subject to the custody and control of the Board of Managers of the School according to the provisions of law under which they were committed thereto.

This legislation providing for the care of delinquent boys and girls in separate institutions according to sex, marks a distinct advance in the reform work of the State. This change has for years been advocated by this Board and other bodies interested in the administration of the State institutions. Through these enactments the State now has for the first time in its history a State reformatory institution for the younger class of delinquent girls.

By chapter 718, the "New York State Training School for Boys" was established, and a commission composed of the State Comptroller, the Fiscal Supervisor of State Charities, the President of the Board of Managers of the Society for the Reformation of Juvenile Delinquents in the city of New York, the President of the State Board of Charities and the State Architect, was appointed to select a site of one thousand acres within fifty miles of the city of New York upon which such school shall be located. This commission is to report to the present Legislature the terms upon which the lands selected can be purchased, together with plans of the buildings and improvements necessary to provide for the establishment of the school. When the lands selected have been acquired by the State they are to be known as the New York State Training School for Boys, and to be used by the State for the purpose of caring for and training all juvenile delinquents properly committed thereto by courts of competent jurisdiction in accordance with existing laws authorizing commitments to the House of Refuge on Randall's Island.

This also is a reform long advocated by the Board, and is in line with the recommendations contained in the report of its Committee on Reformatories submitted to the Legislature of 1904.

Chapter 132, authorizes the Board of Supervisors of Cortland county to appropriate to the Cortland Hospital Association, for the care, support and maintenance of such inmates as may be received and retained in said hospital, in accordance with the rules of the State Board of Charities, such sums, not to exceed \$1,000 in any one year, as the Board of Supervisors may deem proper.

Chapter 151 authorizes the Town Board of Batavia to appropriate and pay annually from the moneys received by said Board, under the provisions of the Liquor Tax Law, to the Woman's Hospital Association of Batavia, for the care, support and maintenance of such of the inmates as may be received and retained in said hospital, in accordance with the rules of the State Board of Charities, a sum which in any one year shall not exceed \$1,500.

DEPENDENT ALIENS.

The United States Commissioner-General of Immigration in his recently published report to the Secretary of Commerce and Labor, for the fiscal year ending June 30, 1904, presents many interesting and useful statistics with relation to dependent aliens in charitable and penal institutions in the United States. In this State, according to the Commissioner-General's report, 4,205 dependent aliens, including men, women and children, were found in the charitable institutions, and 2,283 in the penal institutions, including the reformatories for women and girls and also for younger children.

These statistics were first brought to the Board's attention by reports in the newspapers, and the subject was at once referred to the Committee on State and Alien Poor for investigation. The Committee sought to obtain from the Commissioner-General of Immigration, the details of the cases reported, and at the same time offered to coöperate, so far as practicable, in the removal of such dependent aliens as were not transportable under the

laws of the United States. The clerical force at the service of the Commissioner not being sufficient to enable him to furnish this detailed information, the Committee, with his permission, employed a clerk to make a copy of such records. The facts disclosed are now receiving careful consideration with the view of securing the removal to their native countries of all dependent aliens within the jurisdiction of the Board, who should be so dealt with.

In so far as aliens are in temporary need because of some acute trouble, requiring treatment in a hospital, perhaps, or some other form of casual aid, which appears to be the case in a large number of instances, it will readily be apparent that there exists no just cause for their removal. Misfortunes of this nature readily happen to the families of citizens, and there is no reason to expect that aliens will not also suffer from them.

The cases requiring the most serious consideration, so far as this Board is concerned, must necessarily be those belonging to the chronic pauper class, such, for example, as are to be found in the almshouses and other like public institutions of charity. An examination of the records obtained from the office of the Commissioner-General shows that a large majority of the alien inmates of the almshouses in this State, are men and women of advanced age, who have been in this country many years, and were obliged to seek public relief because of chronic need. Such examination of the records shows 939 such cases, but of these, 544 are women, who seldom take out citizens' papers. Out of the total number reported from all parts of the State, 615 were over 60 years of age; but 75 had been in this country less than ten years, while 513 had been here over twenty years. The records further show that most of these dependent aliens had been in this country for long periods before commitment, indicating very clearly that they do not belong to the class known as "assisted immigrants." A large proportion of these dependent aliens in the almshouses had apparently been to almost all intents and purposes citizens of this country.

This, it must be admitted, is gratifying to the Board, which has removed many dependent aliens to their homes in other countries. It must not be assumed, however, that necessity does not exist for the use of the utmost caution in dealing with the cases of dependent aliens. The list of cases obtained from the Commissioner-General of Immigration is much appreciated, and will be put to useful service in the inquiry being conducted by the Board through its Committee on State and Alien Poor.

In returning dependent aliens to their homes in other countries, the humanitarian side of the question is one for primary consideration. Doubtless some may be found who are willing to return and whose transportation would be proper and expedient. Others again will be found whom it would be improper to return, even though they might be persuaded to go. Still others would not consent to be transported under any condition that the State could offer, and, under existing laws, will have to be permitted to remain here dependent though they be.

In the opinion of this Board the deportation of aliens should be a duty imposed by law upon the United States authorities. The regulation of immigration, including the deportation of undesirable immigrants, is a function of government which might at any time give rise to questions of international importance. With such questions the individual States are not in a position to deal.

Harmonious relations exist between the officers of this Board and the United States Bureau of Immigration. Their coöperation has been of service to the State. It is believed, however, that the power of the United States government to remove dependent and delinquent aliens should be extended by law so as to permit the removal of all such persons within five years of their arrival in this country, where such course seems desirable.

Meantime the United States Bureau of Immigration should encourage and assist the deportation of dependent and delinquent aliens to the fullest extent possible under the present laws. The rules adopted by the Bureau do not exhaust the powers granted to it under the immigration laws, and do, to some extent, re-

strict the work of the State. The United States government will not pay the railroad transportation of aliens who have become dependent from causes arising subsequent to their landing, within one year after their arrival in this country, although it furnishes transportation from the port of landing to the alien's native country.

Even in the case of aliens whose dependence is due to causes arising prior to their arrival, the United States government assumes but half the cost of inland transportation, thus placing an inequitable burden upon the State which had no control over the landing of the immigrant.

THE BOARD'S EXHIBIT AT THE LOUISIANA PURCHASE EXPOSITION, ST. LOUIS, 1904.

Through the appropriation of \$1,200 by the New York State Commission of the Louisiana Purchase Exposition, the Board was able to make an extended and comprehensive exhibit of the public and private charitable and reformatory work of the State, at the Louisiana Purchase Exposition held at St. Louis from April to December, 1904. This exhibit included photographs of many of the institutions, together with statistics of their work and expenditures, and in a number of instances samples of the industrial work of their inmates. It also included a valuable series of graphic charts, prepared by the students of the class of sociology at Cornell University, under the direction of Professor Frank A. Fetter, illustrating the growth and extent of charitable work in this State.

The jury of awards voted to the Board a Grand Prize, which was the highest award possible, for the exhibit, and awarded a gold medal to the Secretary in recognition of his services as collaborator.

THREE CENTURIES OF CHARITY LEGISLATION IN NEW YORK.

In connection with its annual report to the Legislature of 1904, the Board published a digest of charity legislation in New York

from 1609 to 1900, inclusive. Such a publication is necessary to an intelligent understanding of the history of charity legislation in this State, and for this reason the Board caused the necessary information to be compiled and the volume published. This important compilation was completed under the supervision and largely through the personal efforts during the past three years, of Secretary Robert W. Heberd, of this Board.

While it has been possible in this work to give only a brief digest of most of the laws affecting the poor and the administration of charity in this State, some of the more important enactments are published in full, and it is hoped that the volume will furnish the basis for a more detailed and comprehensive study of these laws.

The digest is divided into three general parts covering respectively charitable legislation under the Dutch, under the English and during the period of American Statehood, and is also carefully indexed.

THE FEEBLE-MINDED, IDIOTIC AND EPILEPTIC.

In its annual reports to the Legislatures of 1902, 1903 and 1904, the Board called attention to the pressing need for enlarging the State institutions for the care of the feeble-minded, the idiotic and the epileptic, and recommended that adequate appropriations be made for that purpose. Thus far, however, but little progress has been made toward meeting this need and the Board again renews its recommendations.

That the State has definitely undertaken the care of the feeble-minded, the idiotic and the epileptic in State institutions established for these classes, and that the existing facilities in such institutions are insufficient to meet the legitimate demands upon them, are shown by the following facts:

1. The maintenance of the Syracuse State Institution for Feeble-Minded Children. This institution was established in 1851 for the care and education of feeble-minded children. It now has a population of 539.

2. The maintenance of the State Custodial Asylum for Feeble-

Minded Women at Newark. This asylum was established in 1878 for the care and protection of feeble-minded women, particularly those of the child-bearing age. It now has a population of 549.

3. The maintenance of the Rome State Custodial Asylum at Rome. This asylum was established in 1893, and is intended to care for the less teachable class of idiots and feeble-minded. This asylum now has a population of 711.

4. The maintenance of the Craig Colony for Epileptics, at Sonyea. This was established in 1894 for the care of epileptics who are not insane, and now has a population of 898.

5. The enactment of the following provisions of law:

The Poor Law (chapter 225 of the Laws of 1896). § 6. Idiots and lunatics.—“The superintendents of the poor shall provide for the support of poor persons that may be idiots or lunatics, at other places than in the almshouse, in such manner as shall be provided by law for the care, support and maintenance of such poor persons.”

The Penal Code, § 377.—Unlawful confinement of idiots, insane persons, etc.—“A person who confines an idiot, lunatic or insane person, in any other manner or in any other place than as authorized by law, is guilty of a misdemeanor.”

Although the foregoing provisions of law undoubtedly contemplate that the class of persons named shall be cared for in State institutions, a consideration of the following facts will show that the State has thus far provided but partially for them.

Feeble-Minded Children.

1. Many feeble-minded children are found by the Commissioners and inspectors of the Board in private institutions equipped for the care of normal children only, where such defectives are being maintained at public expense. Besides these a considerable number of such children have been forced to remain in the almshouse institutions, owing to the lack of room for them at Syracuse. These children are greatly out of place in all such institutions. They cannot receive proper training

and they disturb the routine and discipline of the institutions. They should have the benefit of the training and the discipline which it is intended they shall receive at the Syracuse State Institution for Feeble-Minded Children.

This State institution has become congested through the presence of a large number of adult inmates, 65 men and 92 women, who should be removed to the institutions at Rome and Newark respectively. Until they are so removed the important educational function of the institution at Syracuse will continue to be seriously impaired, which cannot be regarded otherwise than as a great evil.

Feeble-Minded Women.

2. In county, city and town almshouses and in other institutions where they are cared for at public expense, as well as in family homes, there are many feeble-minded women who should be cared for at the Newark Asylum. Such women cannot be properly cared for at the almshouses, where they are practically free to come and go as they please, and their presence in such institutions is a disturbing influence and frequently a cause of scandal. Owing to their mental weakness they lack the power to resist evil influences, and they should be removed to the State Asylum at Newark where they can be cared for by attendants of their own sex. They would thus receive the protection their unfortunate condition demands and the various localities of the State would be saved the great and growing expense of providing for them and their illegitimate and frequently degenerate offspring.

The reports to the Board for the fiscal year ending September 30, 1904, indicate that there are in the almshouses alone, more than 400 feeble-minded women, of whom 200 are of child-bearing age.

Idiots.

3. There are also in the county, city and town almshouses over 700 male feeble-minded persons and idiots, most of whom should be removed to the Rome State Custodial Asylum at Rome as soon

as possible. This class of unfortunates is also out of place in the almshouses, and prevents these institutions from becoming, what it is generally intended they shall become in course of time, homes for the aged, dependent poor.

Epileptics.

4. The latest reports from the Superintendents of the Poor indicate that there are now in this State over 800 dependent epileptics eligible for admission to the Craig Colony for Epileptics. Nearly 300 of these are to be found in the almshouses, which are not suitably equipped for their care.

Suggestions for a better classification of the Feeble-Minded in State Institutions.

The Board believes that there should be a readjustment of the functions of the State institutions for the care of the feeble-minded and the idiotic. At the present time feeble-minded women of the same general type are cared for at the Syracuse, Newark and Rome institutions, and feeble-minded men at Syracuse and Rome. The system requires to be rearranged and made logical.

In the opinion of the Board the ideal system would be to care for all the teachable feeble-minded children at the Syracuse State Institution for Feeble-Minded Children, the feeble-minded women and girls, except the epileptic, at the State Custodial Asylum at Newark, and the feeble-minded men and boys, except the epileptic, at the Rome State Custodial Asylum. Those afflicted with epilepsy should be maintained at Craig Colony.

The facilities of these institutions should eventually be made ample to segregate all of these several classes, who should be received without regard to their physical condition or their mental grade. From the standpoint of the State's welfare it is as important to segregate the most degraded of this class physically and mentally, as it is to care for those of the higher grades.

**NUMBER AND CLASSIFICATION OF BENEFICIARIES IN
INSTITUTIONS SUBJECT TO THE VISITATION AND
INSPECTION OF THE BOARD, OCTOBER 1, 1904:**

| | |
|--|--------|
| Aged and friendless persons..... | 2,935 |
| Almshouse institution inmates (exclusive of those classified below)..... | 12,130 |
| Blind in almshouses..... | 335 |
| Blind in other institutions..... | *200 |
| Deaf in almshouses..... | 77 |
| Deaf in other institutions..... | 1,639 |
| Dependent children (exclusive of 2,398 committed for delinquency, included with juvenile offenders)..... | 27,772 |
| Indian children at Thomas Asylum..... | 157 |
| | <hr/> |
| | 27,929 |
| Disabled soldiers and sailors..... | 2,224 |
| Epileptics in almshouses..... | 279 |
| Epileptics in Craig Colony..... | 898 |
| Hospital patients..... | 7,980 |
| Idiotic and feeble-minded in almshouses..... | 1,340 |
| Idiotic and feeble-minded in State institutions..... | 1,799 |
| Juvenile offenders..... | 4,437 |
| Reformatory inmates (women and girls)..... | 2,082 |
| | <hr/> |
| Total..... | 66,284 |
| | <hr/> |

* The decrease in this number arises from the fact that the New York State School for the Blind, Batavia, was not open October 1, 1904, because of repairs.¹

INDOOR SUPPORT.

Table showing the number of persons remaining in institutions receiving public money, subject to the visitation and inspection of the State Board of Charities, at the close of the five fiscal years from 1900 to 1904 inclusive, with the increase or decrease of the number in each class September 30, 1904, compared with that of September 30, 1900.

| INSTITUTIONS. | 1900. | | 1901. | | 1902. | | 1903. | | 1904. | | Increase of number in institutions Sept. 30, 1904. | Decrease of number in institutions Sept. 30, 1904. |
|---|----------------------------------|----------------------------------|----------------------------------|----------------------------------|----------------------------------|----------------------------------|----------------------------------|----------------------------------|----------------------------------|----------------------------------|--|--|
| | Number of institutions included. | Number in institutions Sept. 30. | Number of institutions included. | Number in institutions Sept. 30. | Number of institutions included. | Number in institutions Sept. 30. | Number of institutions included. | Number in institutions Sept. 30. | Number of institutions included. | Number in institutions Sept. 30. | | |
| State Institutions..... | 12 | 6,219 | 14 | 6,657 | 14 | 7,137 | 14 | 7,339 | 14 | 7,311 | 1,092 | |
| County Almshouses..... | 55 | 5,482 | 55 | 5,602 | 54 | 5,552 | 54 | 5,564 | 54 | 5,588 | 106 | |
| City and Town Almshouse Institutions..... | 19 | 7,364 | 19 | 7,277 | 20 | 7,594 | 22 | 8,059 | 24 | 8,573 | 1,209 | |
| Homes for the Aged..... | 30 | 1,865 | 23 | 1,046 | 26 | 1,105 | 26 | 1,256 | 26 | 1,327 | 558 | |
| Homes for the Blind..... | 2 | 26 | 2 | 35 | 2 | 41 | 2 | 47 | 2 | 48 | 22 | |
| Homes for Children..... | 122 | 28,649 | 121 | 29,241 | 121 | 27,385 | 119 | 27,800 | 119 | 30,170 | 1,521 | |
| Homes for Discharged Prisoners..... | 2 | 45 | 2 | 58 | 2 | 53 | 2 | 34 | 2 | 67 | 22 | |
| Homes for the Feeble-Minded..... | 8 | 508 | 8 | 426 | 9 | 559 | 9 | 418 | 9 | 589 | 81 | |
| Homes, Temporary, for Men and Boys..... | 8 | 179 | 5 | 81 | 6 | 92 | 8 | 123 | 8 | 166 | 81 | |
| Homes, Temporary, for Women and Children..... | 11 | 677 | 13 | 709 | 14 | 687 | 15 | 632 | 15 | 688 | 11 | |
| Homes, Temporary, for Women and Girls..... | 103 | 5,390 | 110 | 5,895 | 115 | 6,059 | 119 | 6,132 | 131 | 6,845 | 1,455 | |
| Hospitals..... | 3 | 512 | 3 | 608 | 3 | 629 | 3 | 672 | 3 | 752 | 240 | |
| Hospitals and Homes for Consumptives..... | 2 | 32 | | | | | | | | | | 32 |
| Hospitals and Homes for Convalescents..... | 1 | 189 | 1 | 186 | 1 | 184 | 1 | 195 | 2 | 205 | 16 | |
| Hospitals and Homes for Epileptics..... | 2 | 59 | 2 | 45 | 3 | 88 | 3 | 103 | 3 | 114 | 55 | |
| Hospitals and Homes for Incubables..... | 3 | 270 | 4 | 386 | 4 | 426 | 4 | 471 | 4 | 525 | 255 | |
| Reformatories for Children..... | 12 | 1,418 | 12 | 1,472 | 12 | 1,452 | 12 | 1,427 | 12 | 1,541 | 123 | |
| Reformatories for Women and Girls..... | 1 | 171 | 1 | 161 | 1 | 161 | 1 | 152 | 1 | 152 | | 19 |
| Schools for the Blind..... | 8 | 1,562 | 8 | 1,564 | 8 | 1,574 | 8 | 1,583 | 8 | 1,623 | 61 | |
| Schools for the Deaf..... | | | | | | | | | | | | |
| Total..... | 404 | 60,637 | 403 | 61,461 | 415 | 60,808 | 422 | 62,007 | 437 | 66,284 | 6,269 | 623 |

†Statistics included in State Institutions and City and Town Almshouse Institutions.

‡Exclusive of the New York State School for the Blind, Batavia, which was closed October 1, 1904 for repairs.

OUTDOOR RELIEF.

Table of temporary (outdoor) relief in the cities of the State for the fiscal years 1902, 1903 and 1904.

A. SHOWING THE NUMBER OF POOR PERSONS RECEIVING TEMPORARY RELIEF WITH THE PERCENTAGE OF ENTIRE POPULATION THUS RELIEVED.

| CITY. | COUNTY. | Population by census of 1900. | 1902. | | 1903. | | 1904. | |
|----------------------|-------------------|-------------------------------|--|--|--|--|--|--|
| | | | Number of poor persons receiving temporary relief. | Percentage of population temporarily relieved. | Number of poor persons receiving temporary relief. | Percentage of population temporarily relieved. | Number of poor persons receiving temporary relief. | Percentage of population temporarily relieved. |
| New York..... | New York..... | 3,437,202 | 1,096 | .0003 | 3,665 | .001 | 5,254 | .0015 |
| Buffalo..... | Erie..... | 352,387 | 5,345 | .015 | 4,504 | .013 | 4,841 | .014 |
| Rochester..... | Monroe..... | 162,608 | 9,000 | .055 | 2,673 | .016 | 1,474 | .009 |
| Syracuse..... | Onondaga..... | 108,374 | 2,756 | .025 | 2,371 | .022 | 2,661 | .025 |
| Albany..... | Albany..... | 94,151 | 3,240 | .034 | 4,997 | .052 | 5,209 | .055 |
| Troy..... | Rensselaer..... | \$80,651 | 1,728 | .028 | 1,420 | .023 | 1,427 | .024 |
| Utica..... | Oneida..... | 56,383 | 2,059 | .037 | 1,859 | .033 | 1,420 | .025 |
| Yonkers..... | Westchester..... | 47,931 | 570 | .012 | 621 | .013 | 466 | .010 |
| Binghamton..... | Broome..... | 39,647 | 1,234 | .031 | 685 | .017 | 834 | .021 |
| Elmira..... | Chemung..... | 35,672 | 513 | .014 | 490 | .014 | 435 | .012 |
| Schenectady..... | Schenectady..... | 31,682 | 1,288 | .009 | 162 | .005 | 265 | .008 |
| Auburn..... | Cayuga..... | 30,345 | 1,565 | .052 | 1,600 | .053 | 1,450 | .047 |
| Newburgh..... | Orange..... | 24,943 | 794 | .032 | 703 | .028 | 703 | .028 |
| Kingston..... | Ulster..... | 24,535 | 852 | .035 | 524 | .021 | 703 | .029 |
| Poughkeepsie..... | Dutchess..... | 24,029 | 858 | .036 | 585 | .024 | 690 | .029 |
| Cohoes..... | Albany..... | 23,910 | 192 | .008 | 209 | .009 | 682 | .029 |
| Jamestown..... | Chautauqua..... | 22,892 | 546 | .024 | 532 | .023 | 317 | .014 |
| Oswego..... | Oswego..... | 22,199 | 807 | .036 | 907 | .041 | 858 | .039 |
| Watertown..... | Jefferson..... | 21,696 | 316 | .015 | 266 | .012 | 568 | .026 |
| Amsterdam..... | Montgomery..... | 20,929 | 1,618 | .077 | 1,335 | .064 | 2,039 | .097 |
| Mount Vernon..... | Westchester..... | 20,346 | 244 | .012 | 162 | .008 | 245 | .012 |
| Niagara Falls..... | Niagara..... | 19,457 | 1,169 | .009 | 254 | .013 | 229 | .012 |
| Gloversville..... | Fulton..... | 18,349 | 438 | .024 | 348 | .019 | 431 | .023 |
| Lockport..... | Niagara..... | 16,581 | 122 | .007 | 102 | .006 | 200 | .012 |
| Rome..... | Oneida..... | 15,343 | \$1,123 | .073 | 1,060 | .069 | 1,180 | .077 |
| New Rochelle..... | Westchester..... | 14,720 | 311 | .021 | 212 | .014 | 432 | .030 |
| Middletown..... | Orange..... | 14,522 | 464 | .032 | 392 | .027 | 499 | .034 |
| Watervliet..... | Albany..... | 14,321 | 668 | .047 | 644 | .045 | 768 | .054 |
| Ithaca..... | Tompkins..... | 13,136 | 320 | .024 | 309 | .023 | 264 | .020 |
| Ogdensburg..... | St. Lawrence..... | 12,633 | 524 | .041 | 388 | .031 | 449 | .036 |
| Bornesville..... | Steuben..... | 11,918 | 167 | .014 | 150 | .012 | 215 | .018 |
| Dunkirk..... | Chautauqua..... | 11,616 | 170 | .015 | 171 | .015 | 91 | .008 |
| Corning..... | Steuben..... | 11,061 | 185 | .017 | 140 | .013 | 225 | .020 |
| Geneva..... | Ontario..... | 10,433 | 304 | .029 | 401 | .038 | 376 | .036 |
| Little Falls..... | Herkimer..... | 10,381 | 845 | .081 | 704 | .068 | 688 | .066 |
| Johnstown..... | Fulton..... | 10,130 | 340 | .034 | 268 | .026 | 221 | .021 |
| Hudson..... | Columbia..... | 9,528 | 395 | .041 | 498 | .052 | 263 | .028 |
| Olean..... | Cattaraugus..... | 9,462 | 150 | .016 | 226 | .024 | 200 | .021 |
| North Tonawanda..... | Niagara..... | 9,069 | 42 | .005 | 28 | .003 | 30 | .003 |
| Cortland..... | Cortland..... | 9,014 | 47 | .005 | 64 | .007 | 52 | .006 |
| Plattsburgh*..... | Clinton..... | 8,880 | 143 | .016 | 302 | .034 | 109 | .012 |
| Fulton*..... | Oswego..... | 8,206 | 130 | .016 | 300 | .037 | 420 | .051 |
| Oneida..... | Madison..... | 7,538 | 463 | .061 | 501 | .066 | 292 | .039 |
| Rensselaer..... | Rensselaer..... | 7,466 | 63 | .008 | 67 | .009 | 78 | .010 |
| Tonawanda*..... | Erie..... | 7,421 | ..... | ..... | ..... | ..... | 13 | .002 |
| Total..... | | 4,943,697 | 43,204 | ..... | 37,799 | ..... | 40,266 | ..... |

*Incorporated as cities since the census of 1900.

†Number reported for eight months of the year.

‡Number of persons estimated—72 families reported.

§Represents individuals; in previous years families.

||Troy now includes Lansingburgh and a portion of Brunswick and has a population of about 75,000.

OUTDOOR RELIEF—(Continued).

Table of temporary (outdoor) relief in the cities of the State for the fiscal years 1902, 1903 and 1904,
 B. SHOWING THE EXPENDITURES FOR TEMPORARY (OUTDOOR) RELIEF WITH THE PER CAPITA EXPENSE FOR THE
 NUMBER TEMPORARILY RELIEVED AND THE AMOUNT PER INHABITANT BY CENSUS OF 1900 FOR EXPENSE OF
 SUCH RELIEF.

| CITY. | COUNTY. | Population by census of 1900. | 1902. | | | 1903. | | | 1904. | | |
|-------------------|------------------|-------------------------------|---|--|---|---|--|---|---|--|---|
| | | | Expenditures for tempo- rary relief. | Per capita expense for number temporarily relieved. | Amount per inhabitant by census of 1900 for expense of temporary relief. | Expenditures for tempo- rary relief. | Per capita expense for number temporarily relieved. | Amount per inhabitant by census of 1900 for expense of temporary relief. | Expenditures for tempo- rary relief. | Per capita expense for number temporarily relieved. | Amount per inhabitant by census of 1900 for expense of temporary relief. |
| New York..... | New York..... | 3,437,202 | \$50,734 17 | \$46 29 | \$0.01 | \$52,264 00 | \$14 26 | .01 | \$79,583 59 | \$15 15 | \$0.02 |
| Buffalo..... | Erie..... | 352,387 | 39,193 20 | 7 33 | .11 | 36,737 43 | 8 15 | .10 | 39,846 04 | 8 23 | .11 |
| Rochester..... | Monroe..... | 162,608 | 144,751 49 | 4 97 | .28 | 25,092 10 | 9 39 | .15 | 26,192 84 | 17 77 | .17 |
| Syracuse..... | Onondaga..... | 108,374 | 25,769 25 | 9 35 | .24 | 26,298 88 | 11 09 | .24 | 23,836 70 | 8 96 | .22 |
| Albany..... | Albany..... | 94,151 | 8,024 85 | 2 48 | .09 | 8,243 59 | 1 65 | .09 | 8,201 25 | 15 74 | .09 |
| Troy..... | Rensselaer..... | 160,651 | 18,800 00 | 10 88 | .31 | 13,725 10 | 9 67 | .23 | 12,259 48 | 8 59 | .20 |
| Utica..... | Oneida..... | 56,383 | 8,665 00 | 4 21 | .15 | 8,335 27 | 4 46 | .15 | 7,074 69 | 4 98 | .13 |
| Yonkers..... | Westchester..... | 47,931 | 5,649 20 | 9 91 | .12 | 6,404 10 | 10 46 | .14 | 5,531 05 | 11 87 | .12 |
| Binghamton..... | Broome..... | 39,647 | 15,188 23 | 12 31 | .38 | 13,638 58 | 19 91 | .34 | 8,949 98 | 10 73 | .23 |
| Elmira..... | Chemung..... | 35,672 | 2,737 16 | 5 43 | .08 | 2,113 56 | 4 31 | .06 | 3,154 41 | 7 25 | .09 |
| Schenectady..... | Schenectady..... | 31,692 | 8,000 00 | 27 78 | .25 | 4,900 00 | 30 25 | .15 | 7,090 73 | 26 76 | .22 |
| Auburn..... | Cayuga..... | 30,345 | 12,985 00 | 8 30 | .42 | 14,358 54 | 8 97 | .47 | 10,944 74 | 7 55 | .36 |
| Newburgh..... | Orange..... | 24,943 | 7,050 80 | 8 88 | .28 | 6,351 79 | 9 04 | .25 | 5,378 11 | 7 65 | .22 |
| Kingston..... | Ulster..... | 24,535 | 6,134 32 | 7 21 | .25 | 5,423 63 | 10 35 | .22 | 7,252 57 | 10 32 | .30 |
| Poughkeepsie..... | Dutchess..... | 24,029 | 4,481 89 | 5 22 | .19 | 2,423 65 | 4 14 | .10 | 2,863 63 | 4 15 | .12 |
| Cohoes..... | Albany..... | 23,910 | 2,676 40 | 13 94 | .11 | 3,499 25 | 16 74 | .15 | 3,544 30 | 5 20 | .12 |
| Jamestown..... | Chautauqua..... | 22,892 | 9,540 40 | 17 47 | .42 | 6,591 19 | 12 39 | .27 | 9,865 40 | 31 12 | .43 |
| Oswego..... | Oswego..... | 22,199 | 7,736 80 | 9 59 | .35 | 5,896 62 | 6 50 | .29 | 5,989 58 | 6 98 | .27 |
| Watertown..... | Jefferson..... | 21,696 | 1,774 81 | 5 62 | .08 | 2,471 02 | 9 29 | .11 | 3,574 51 | 6 29 | .17 |
| Amsterdam..... | Montgomery..... | 20,929 | 12,213 00 | 7 55 | .53 | 13,753 74 | 10 30 | .66 | 17,665 97 | 8 29 | .84 |
| Mount Vernon..... | Westchester..... | 20,346 | 1,158 65 | 4 74 | .06 | 831 40 | 5 13 | .04 | 1,329 67 | 5 43 | .06 |

OUTDOOR RELIEF—(Concluded).

| CITY. | COUNTY. | 1902. | | | | 1903. | | | | 1904. | | | |
|---------------|--------------|-------------------------------|------------------------------------|---|--|------------------------------------|---|--|------------------------------------|---|--|------------------------------------|---|
| | | Population by census of 1900. | Expenditures for temporary relief. | Per capita expense for number temporarily relieved. | Amount per inhabitant by census of 1900 for expense of temporary relief. | Expenditures for temporary relief. | Per capita expense for number temporarily relieved. | Amount per inhabitant by census of 1900 for expense of temporary relief. | Expenditures for temporary relief. | Per capita expense for number temporarily relieved. | Amount per inhabitant by census of 1900 for expense of temporary relief. | Expenditures for temporary relief. | Per capita expense for number temporarily relieved. |
| Niagara Falls | Niagara | 19,457 | \$33,291 19 | \$19 48 | \$0 17 | \$3,041 46 | \$23 78 | \$0 31 | \$3,139 29 | \$13 71 | \$0 16 | \$3,139 29 | \$13 71 |
| Gloversville | Fulton | 18,340 | 4,064 76 | 9 33 | .22 | 3,692 92 | 10 61 | .08 | 4,752 47 | 10 96 | .26 | 4,752 47 | 10 96 |
| Lockport | Niagara | 15,581 | 1,116 26 | 9 15 | .07 | 3,377 80 | 13 51 | .08 | 4,657 00 | 13 28 | .26 | 4,657 00 | 13 28 |
| Port Jervis | Ontario | 15,343 | 3,161 00 | 2 81 | .21 | 3,425 85 | 4 59 | .22 | 4,236 08 | 8 58 | .28 | 4,236 08 | 8 58 |
| Port Rochelle | Westchester | 14,720 | 1,413 80 | 4 55 | .10 | 1,767 40 | 8 33 | .12 | 1,563 08 | 3 62 | .11 | 1,563 08 | 3 62 |
| Middleton | Albany | 14,522 | 2,766 97 | 5 96 | .19 | 2,644 28 | 7 26 | .20 | 3,403 40 | 23 80 | .23 | 3,403 40 | 23 80 |
| Watervliet | Albany | 14,321 | 1,601 33 | 2 40 | .11 | 1,850 43 | 7 87 | .13 | 2,771 06 | 3 61 | .19 | 2,771 06 | 3 61 |
| Watkins | St. Lawrence | 13,136 | 2,648 98 | 8 28 | .20 | 2,835 40 | 9 82 | .30 | 3,167 09 | 10 03 | .25 | 3,167 09 | 10 03 |
| Ogdensburg | St. Lawrence | 12,633 | 4,995 61 | 9 53 | .28 | 3,811 90 | 32 26 | .41 | 3,971 37 | 18 40 | .30 | 3,971 37 | 18 40 |
| Hortsville | Staten | 11,918 | 3,333 92 | 19 96 | .28 | 4,890 44 | 5 21 | .08 | 3,828 62 | 14 84 | .30 | 3,828 62 | 14 84 |
| Dunkirk | Staten | 11,616 | 3,723 11 | 4 26 | .28 | 4,307 25 | 30 77 | .37 | 4,995 49 | 13 29 | .46 | 4,995 49 | 13 29 |
| Corning | Ontario | 11,061 | 3,133 08 | 16 94 | .28 | 3,902 71 | 6 27 | .43 | 3,838 31 | 5 65 | .37 | 3,838 31 | 5 65 |
| Little Falls | Ulster | 10,433 | 5,128 35 | 16 87 | .46 | 4,416 92 | 11 50 | .23 | 2,116 31 | 9 81 | .27 | 2,116 31 | 9 81 |
| Utica | Herkimer | 10,381 | 4,740 70 | 15 61 | .46 | 3,082 66 | 11 50 | .23 | 2,580 86 | 20 50 | .19 | 2,580 86 | 20 50 |
| Hudson | Columbia | 10,130 | 3,871 68 | 11 39 | .38 | 2,217 20 | 16 53 | .39 | 4,106 37 | 57 05 | .43 | 4,106 37 | 57 05 |
| Hudson | Cattaraugus | 9,528 | 2,773 64 | 7 02 | .29 | 2,192 45 | 60 44 | .18 | 1,711 60 | 33 77 | .23 | 1,711 60 | 33 77 |
| Oran | N. T. Seneca | 9,462 | 4,321 91 | 28 81 | .46 | 1,692 45 | 20 49 | .15 | 1,755 91 | 18 93 | .23 | 1,755 91 | 18 93 |
| N. Tonawanda | Niagara | 9,069 | 1,839 02 | 43 78 | .20 | 1,311 62 | 25 44 | .07 | 2,063 63 | 5 72 | .29 | 2,063 63 | 5 72 |
| Port Jervis | Cortland | 9,014 | 3,708 82 | 15 08 | .43 | 7,682 14 | 8 62 | .23 | 2,404 03 | 5 48 | .21 | 2,404 03 | 5 48 |
| Plattsburgh | Clinton | 8,886 | 3,805 76 | 26 61 | .07 | 1,856 87 | 1 86 | .12 | 1,600 84 | 48 08 | .60 | 1,600 84 | 48 08 |
| Fulton* | Madison | 8,206 | 3,550 00 | 3 67 | .13 | 1,831 56 | 52 45 | .47 | 3,750 40 | 32 34 | .06 | 3,750 40 | 32 34 |
| Oriskany | Madison | 7,538 | 1,017 61 | 2 20 | .13 | 3,513 89 | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| Rensselaer | Rensselaer | 7,466 | 2,112 90 | 33 54 | .28 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| Tonawanda* | Erie | 7,421 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| Total. | | 4,943,697 | \$356,453 02 | ..... | ..... | \$331,472 23 | ..... | ..... | \$358,004 88 | ..... | ..... | ..... | ..... |

*Incorporated as cities since the census of 1900.

†Troy now includes Lansingburgh and a part of Brunswick and has a population of about 75,000.

‡Exclusive of support in private institutions included in previous years.

§Expenditures for eight months of the year.

STATE INSTITUTIONS

Fourteen of the State's charitable institutions are subject to the visitation and inspection of the Board.

These, named in the order in which they were established, are as follows: State Industrial School, Rochester, 1846; Syracuse State Institution for Feeble-Minded Children, Syracuse, 1851; New York State School for the Blind, Batavia, 1865; Thomas Asylum for Orphan and Destitute Indian Children, Iroquois, incorporated in 1855 as a private institution, and by chapter 162 of the Laws of 1875 reorganized and established as a State institution; State Custodial Asylum for Feeble-Minded Women, Newark, established as a branch of the Syracuse State Institution for Feeble-Minded Children in 1878, and incorporated separately by chapter 281 of the Laws of 1885; New York State Soldiers and Sailors' Home, Bath, 1878; New York State Training School for Girls, Hudson, 1904, (originally organized as the House of Refuge for Women, Hudson, 1881); Western House of Refuge, Albion, 1890; New York State Reformatory for Women, Bedford, 1892; Rome State Custodial Asylum, Rome, 1893; Craig Colony, Sonyea, 1894; New York State Woman's Relief Corps Home, Oxford, 1894; New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw, 1900; New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook, 1900.

The receipts of these institutions for the fiscal year ending September 30, 1904, including balance on hand at the beginning of the year (\$47,108.55), amounted to \$1,669,647.84. Their expenditures aggregated \$1,622,479.94; \$1,046,359.09 being for maintenance; \$546,882.66 for improvements; while \$29,238.19 was returned to the State treasurer pursuant to the provisions of the law. The total number of their beneficiaries was 8,977.

During the year all the State institutions under the jurisdiction of the Board were visited and inspected by the several com-

mittees and Commissioners of the Board respectively charged with their oversight. They were also, together with the private institutions receiving State appropriations, regularly visited and inspected by the Board's Inspector of State Charitable Institutions.

PRIVATE INSTITUTIONS RECEIVING STATE APPROPRIATIONS.

The following named schools and institutions, ten in number, under private management but mainly supported by State appropriations, are also subject to the Board's visitation and inspection: New York Institution for the Instruction of the Deaf and Dumb, New York, 1817; Society for the Reformation of Juvenile Delinquents in the City of New York (usually known as the House of Refuge), New York, 1824; New York Institution for the Blind, New York, 1831; Le Couteulx St Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo, 1853; Institution for the Improved Instruction of Deaf-Mutes, New York, 1869; St. Joseph's Institute for the Improved Instruction of Deaf-Mutes, Westchester, with branches at Brooklyn and Fordham, 1875; Central New York Institution for Deaf-Mutes, Rome, 1875; Western New York Institution for Deaf-Mutes, Rochester, 1876; Northern New York Institution for Deaf-Mutes, Malone, 1884; Albany Home School for the Oral Instruction of the Deaf, Albany, 1891.

The receipts of these institutions for the fiscal year ending September 30, 1904, were, from cash on hand, \$167,469.70; from public sources, \$697,853.36; from private sources, \$259,028.18; total receipts, \$1,124,351.24. Their expenditures aggregated \$1,025,682.74, and the total number of their beneficiaries was 3,416.

SUMMARY OF RECOMMENDATIONS FOR LEGISLATION.

The Board desires to renew the following recommendations for legislation:

1. That all the special appropriations to enlarge or improve the State institutions within the jurisdiction of the Board, be

included in one bill, with such provisions as will insure in every instance the most careful and economical expenditure of the moneys appropriated, in exact accordance with the intentions of the Legislature. The Board believes that it would be found economical, as well as practicable, to concentrate expenditures for construction work at a small number of the institutions annually. This course should expedite such work and secure more favorable terms from the contractors.

2. That the House of Refuge on Randall's Island be reorganized as a State institution with managers appointed by the Governor and confirmed by the Senate, and that, in accordance with the provisions of chapter 718 of the Laws of 1904, it be removed to a country site as soon as possible. The Board also recommends that the appointment of employes at this institution be made in accordance with the rules of the State civil service, if practicable.

3. That the State Custodial Asylum for Feeble-Minded Women at Newark, and the Rome State Custodial Asylum at Rome be enlarged so as to enable them to receive the adult feeble-minded now improperly retained at the Syracuse State Institution for Feeble Minded Children, together with all the feeble-minded and idiotic persons retained in almshouses contrary to the provisions of the Poor Law and the Penal Code, or provided for in private institutions at greatly enlarged cost to the various counties, cities and towns of the State.

APPROPRIATIONS MADE IN 1904 AND RECOMMENDED FOR 1905.

The following table shows the amounts appropriated for maintenance and for extraordinary expenses and reappropriations, respectively, by the Legislature of 1904 to the several State institutions subject to the Board's visitation and inspection, the amounts recommended by the Board for appropriations to such institutions by the Legislature of 1905, and the pages of this report wherein the condition and needs of the institutions are specifically set forth. These recommendations were agreed upon after careful inquiry and examinations made upon the ground with relation to the needs of the various institutions.

| NAME AND LOCATION OF INSTITUTION | NEW APPROPRIATIONS FOR 1904. | | Reap- pro- priations in 1904 for ex- traordinary expenses. | Total ap- propriations available for 1904. | APPROPRIATIONS RECOMMENDED FOR 1905. | | | Pages. |
|---|------------------------------|----------------------------|---|---|--------------------------------------|----------------------------|----------------|---------|
| | Maintenance. | Extraordinary expenses. | | | Maintenance. | Extraordinary expenses. | Total. | |
| | | | | | | | | |
| State Industrial School, Rochester..... | \$180,500 00 | \$183,000 00 | ..... | \$353,500 00 | \$160,000 00 | \$174,000 00 | \$334,000 00 | 46-52 |
| New York State Training School for Girls, Hudson..... | 55,000 00 | 2,355 00 | \$23,938 73 | 81,293 73 | 60,000 00 | 15,550 00 | 75,550 00 | 52-58 |
| Western House of Refuge, Albany..... | 33,000 00 | 5,000 00 | 2,133 36 | 40,133 36 | 40,000 00 | 78,000 00 | 118,000 00 | 58-61 |
| New York State Reformatory for Women, Bedford..... | 50,000 00 | 16,750 00 | 750 00 | 67,500 00 | 66,000 00 | 70,050 00 | 136,050 00 | 61-64 |
| Society for the Reformation of Juvenile Delinquents in the City of New York..... | 188,000 00 | 4,000 00 | 4,596 09 | 196,596 09 | 168,000 00 | 10,000 00 | 178,000 00 | 64-67 |
| Syracuse State Institution for Feeble-Minded Children..... | 92,000 00 | 4,500 00 | 291 07 | 96,791 07 | 84,000 00 | 14,000 00 | 98,000 00 | 67-70 |
| State Custodial Asylum for Feeble-Minded Women, Newark..... | 62,000 00 | 5,600 00 | 31,973 65 | 99,573 65 | 70,000 00 | 106,250 00 | 176,250 00 | 70-74 |
| Rome State Custodial Asylum..... | 95,000 00 | 53,650 00 | 3,903 68 | 152,553 68 | 110,000 00 | 109,000 00 | 219,000 00 | 74-79 |
| Craig Colony for Epileptics, Sonoma..... | 150,000 00 | 14,021 81 | 50,414 33 | 214,436 14 | 165,000 00 | 112,950 00 | 277,950 00 | 79-84 |
| New York State Soldiers' and Sailors' Home, Bath..... | 242,000 00 | 28,040 00 | 1,527 63 | 271,567 63 | 250,000 00 | 60,468 00 | 310,468 00 | 83-88 |
| New York State Woman's Relief Corps Home, Oxford..... | 30,000 00 | 2,150 00 | 12,668 24 | 44,818 24 | 32,375 00 | 6,360 00 | 38,735 00 | 88-91 |
| Thomas Asylum for Orphan and Destitute Indian Children, Troquois..... | 27,000 00 | 16,100 00 | 5,112 21 | 48,212 21 | 30,000 00 | 38,900 00 | 68,900 00 | 92-96 |
| New York State School for the Blind, Batavia..... | 42,000 00 | 33,430 00 | 3,003 06 | 78,433 06 | 40,000 00 | 10,500 00 | 50,500 00 | 96-100 |
| New York State Hospital for the Care of Crippled and De- formed Children, West Haverstraw..... | 15,000 00 | ..... | ..... | 15,000 00 | 14,000 00 | 5,000 00 | 19,000 00 | 100-103 |
| New York State Hospital for the Treatment of Incipient Pul- monary Tuberculosis, Raybrook..... | 30,000 00 | 10,350 00 | ..... | 40,350 00 | 150,000 00 | 31,250 00 | 81,250 00 | 103-106 |
| Totals..... | \$1,291,500 00 | \$378,946 81 | \$140,312 05 | \$1,810,758 86 | \$1,339,375 00 | \$842,278 00 | \$2,181,653 00 | |

* An appropriation of \$1,200 was also made to pay the necessary expenses of the commission appointed to select a new site for the New York State Training School for Boys.
† 10,000 of this for deficiency.

This Board also takes this opportunity to state that its recommendations for appropriations to the State charitable institutions are determined by its convictions as to their needs. It does not believe it wise to ask for smaller amounts than are required, in the expectation that subsequent appropriations will cover deficiencies. The Legislature is best able to provide for the institutions when in possession of full knowledge of their needs.

In the opinion of this Board it would be greatly to the State's advantage if some definite and comprehensive plan for the construction of State buildings and the laying out of their grounds could be adopted. In this way something approaching a standard could be followed and the more or less haphazard methods, through which the State has expended millions of dollars in construction work, avoided hereafter. A commission composed of experienced and representative men should be able to decide upon some plan that the State might wisely follow. Such a commission as the Mayor of New York city has appointed to suggest plans for the extension and improvement of that city on definite lines, is suggested.

The State Board of Charities regrets the serious delays in the construction of buildings after they have been provided for by legislative appropriations and hopes that some method may be devised whereby such delays can be avoided. These delays, with a general statement as to their respective causes, are shown in detail in the following statement with relation to construction work at the institutions since 1898:

HOUSE OF REFUGE FOR WOMEN, HUDSON (NOW KNOWN AS THE NEW YORK STATE TRAINING SCHOOL FOR GIRLS)
Appropriations for buildings, with dates of contract and of completion, respectively, together with the reasons for the delay in construction.

"R" means reappropriated.

| BUILDING. | YEARS AND AMOUNTS OF APPROPRIATIONS AND REAPPROPRIATIONS. | | | | | Dates of contract. | Dates of completion or of final payment. | Reasons for delay and remarks. |
|--|---|-------|------------|-------------|-------------|--------------------|--|--|
| | 1898. | 1899. | 1900. | 1901. | 1902. | 1903. | 1904. | |
| Prison (reconstruction)..... | | | \$8,000 00 | ..... | \$9,000 00R | *\$5,500 00 | \$8,976 82R | †Delayed plans and insufficient appropriation to complete work. |
| Guard house..... | | | 6,000 00 | \$1,962 34R | ..... | ..... | ..... | Delayed plans and insufficient appropriation to complete work. |
| Administration building and cottages (reconstruction)..... | | | 15,500 00 | 12,500 00R | 7,500 00 | ..... | 3,500 00R | †Delayed plans and insufficient appropriations to complete work. |
| Hospital..... | | | | | | Sept. 18, 1903 | †Nov. 1, 1904 | No separate hospital constructed. Wing of prison building converted into a hospital. |

This institution has been in more or less of a turmoil since 1901 on account of building operations. The annual report of this School for 1904 contains the following: "As pointed out in the last report, the appropriations were insufficient to pay for the work which the State Architect planned for, and the result is as then anticipated. The appearance of the walls and ceilings in some of the offices in the administration building, and in most of the bedrooms of the officers is such that visitors frequently call attention to it, wondering why the workmen should leave the building in such condition."

*For plumbing and heating in prison and administration building.

†Administration building.

‡Final bids combined.

NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD.

Appropriations for buildings, with dates of contract and of completion, respectively, together with the reasons for the delay in construction.

| BUILDING. | YEARS AND AMOUNTS OF APPROPRIATIONS AND REAPPROPRIATIONS. | | | | | | Dates of contract. | Dates of completion or of final payment. | Reasons for delay and remarks. |
|-------------------------|---|-------|-------|------------|-------|----------|--------------------|--|--|
| | 1898. | 1899. | 1900. | 1901. | 1902. | 1903. | 1904. | | |
| Hospital..... | | | | \$6,480 90 | ..... | \$225 00 | ..... | Feb. 1903 | Delayed plans and insufficient appropriation. Plans modified to meet inadequate appropriation. |
| Cold storage..... | | | | 3,000 00 | ..... | ..... | ..... | July 13, 1901 | Plans modified, the appropriation being insufficient to complete the work by contract. |
| Disciplinary..... | | | | | | | \$8,000 00 | Not completed | Plans modified, the appropriation being insufficient to complete the work by contract. |
| Cottage for employees.. | | | | | | | 2,250 00 | Not completed | Plans modified, the appropriation being insufficient to complete the work by contract. |

*Contractor unable to commence work until spring of 1902.

†Of this contract the Superintendent says "So far as my experience with institution work goes Mr. Ricker has been the only contractor who has fulfilled his contract within the time limit, except the man who installed the electric fixtures."

STATE CUSTODIAL ASYLUM FOR FEEBLE MINDED WOMEN, NEWARK.

Appropriations for buildings, with dates of contract and of completion, respectively, together with the reasons for the delay in construction.

"R" means reappropriated.

| BUILDING. | YEARS AND AMOUNTS OF APPROPRIATIONS AND REAPPROPRIATIONS. | | | | | | Dates of contract. | Dates of completion or of final payment. | Reasons for delay and remarks. |
|----------------|---|-------|--------------------------|-------------|-------------|-------|--------------------|--|---|
| | 1898. | 1899. | 1900. | 1901. | 1902. | 1903. | 1904. | | |
| Cottage E..... | \$18,000 00 | ..... | \$18,000 00R 8,000 00 | ..... | ..... | ..... | ..... | Oct. 1, 1901 | Insufficient appropriation. |
| Cottage F..... | ..... | ..... | ..... | \$30,000 00 | ..... | ..... | ..... | Aug. 13, 1901 Dec. 1, 1902 | Delayed plans. Due to failure to approve the plans originally prepared. |
| Cottage G..... | ..... | ..... | ..... | ..... | \$32,000 00 | ..... | ..... | Aug. 20, 1903 Not completed | |

ROME STATE CUSTODIAL ASYLUM, ROME.
Appropriations for buildings, with dates of contract and of completion, respectively, together with the reasons for the delay in construction.

| BUILDING. | YEARS AND AMOUNTS OF APPROPRIATIONS. | | | | | | Dates of contract. | Dates of completion or of final payment. | Reasons for delay and remarks. |
|----------------------|--------------------------------------|-------------|------------|-------------|------------|----------|--------------------|--|---|
| | 1898. | 1899. | 1900. | 1901. | 1902. | 1903. | 1904. | | |
| Building F..... | \$35,000 00 | \$14,765 00 | \$2,300 00 | ..... | ..... | ..... | ..... | Apr 30, 1901 | Insufficient appropriation to complete this work. |
| Building G..... | | 32,500 00 | ..... | \$15,440 00 | ..... | ..... | ..... | Oct. 1902 | Insufficient appropriation to complete this work. |
| Cold storage..... | | | | 6,000 00 | ..... | \$400 00 | ..... | June 8 1904 | Insufficient appropriation. Plans modified. |
| Mortuary..... | | | | | \$2,500 00 | ..... | ..... | June 8, 1904 | Plans modified. |
| Building J..... | | | | | | | | Not comm'd | Insufficient appropriation. |
| Addition to laundry. | | | | | | | 6,000 00 | Not completed | |

The annual report of this Asylum for 1904, contains the following: "We were much disappointed to have to record again this year that our untiring efforts in behalf of providing a fitting accommodations for inmates at this asylum have come to naught, partially at the hands of the Governor, and partially from the fact that the amount appropriated by the Legislature for a specific building was insufficient to build a complete building, especially such a building as the State Architect insisted on drawing plans for. The appropriations made for steam repairs were also insufficient to do the work contemplated, however, in this connection, the amount appropriated were as large as the State Architect recommended for the purpose—'Steam Mills and the Superintendence of the Asylum reports.'"

"The Superintendent of the Asylum reports: 'Additional appropriations will be needed to complete the interior of this building as no walls have been plastered and there is no ceiling overhead, merely the bare roof boards. This building is cold at the present time that the plumbing in it would freeze except we allowed the water to run. So cold that it is impossible for us to do most mortuaries as the bodies are frozen after having lain in the building a few hours.'"

"In connection with contract work at this institution there has never yet been a building completed within the amount of the original appropriations, nor has there been a time within the last several years when contract work has been anywhere nearly thoroughly inspected during the progress of the work."

CRAIG COLONY FOR EPILEPTICS, SONYEA.

Appropriations for buildings, with dates of contract and of completion, respectively, together with the reasons for the delay in construction.

"R" means reappropriated.

| BUILDING. | YEARS AND AMOUNTS OF APPROPRIATIONS. | | | | | | Dates of contract. | Dates of completion or of final payment. | Reasons for delay and remarks. |
|----------------------------|--------------------------------------|-------------|-------------|------------|---------------|----------|--------------------|--|--|
| | 1898. | 1899. | 1900. | 1901. | 1902. | 1903. | 1904. | | |
| Dormitories..... | \$100,000 00 | | | | | | | May 31, 1899 | Insufficient appropriation. |
| Laundry..... | 8,000 00 | ..... | ..... | ..... | ..... | ..... | ..... | Oct. 31, 1899 | |
| Dormitories..... | | \$60,000 00 | ..... | ..... | ..... | ..... | ..... | Sept. 4, 1900 | |
| Warehouses..... | | 8,100 00 | ..... | \$1,450 00 | ..... | ..... | ..... | Feb. 11, 1902 | |
| Two cottages..... | | 1,800 00 | | | | | | June 30, 1900 | Insufficient appropriation. Plans rejected. Part of appropriation used for infirmaries and balance for hospital annex. |
| Infirmaries..... | | | \$60,000 00 | 400 00 | ..... | ..... | ..... | Jan. 31, 1902 | |
| Dormitories..... | | | | 90,000 00 | \$50,000 00 R | ..... | \$37,213 30 R | Not complete | |
| Cottages..... | | | | 4,000 00 | 1,450 00 | ..... | ..... | May 31, 1904 | |
| Wing of school..... | | | | 6,199 00 R | | | | May 10, 1902 | Insufficient appropriation. |
| Cottages..... | | 5,000 00 | ..... | ..... | 2,500 00 | ..... | ..... | March, 1904 | |
| Dormitories..... | | | | | \$40,000 00 | ..... | ..... | Jan. 31, 1904 | |
| Convalescent pavilion..... | | | | | | | | July 31, 1904 | |
| Annex to laundry..... | | | | | | 4,000 00 | | Feb. 7, 1905 | Insufficient appropriation. |
| Bake oven..... | | | | | | | 1,500 00 | Aug. 31, 1904 | |
| Two cottages..... | | | | | | | 3,000 00 | Not complete. | |
| | | | | | | | | | |

*Used in part in 1902 for infirmaries.

With relation to present construction work at the colony the Superintendent says "The addition to the laundry which is going up at the present time, and for which a contract was made on the 19th day of last February, is still far from complete, although the contractor promised to have it ready on July 1st last. It has now run over that time nearly six months, and our laundry facilities are cramped and inadequate in the extreme. The addition to the hospital for which a contract was made on the same date—namely February 19, 1904—has not yet had the roof put on, and the way the work is dragging at this time, I am afraid the building will not be completed before midsummer, 1905. It seems to me that it may be difficult sometimes for those who direct this work from a distance, to appreciate how slowly it progresses, and how it embarrasses us to wait so long for the buildings that we are so urgently in need of."

THOMAS ASYLUM FOR ORPHAN AND DESTITUTE CHILDREN, IROQUOIS.

Appropriations for buildings, with dates of contracts and of completion, respectively, together with the reasons for the delay in construction.

"R" means reappropriated.

| BUILDING. | YEARS AND AMOUNTS OF APPROPRIATIONS AND REAPPROPRIATIONS. | | | | | | Dates of contract. | Dates of completion or of final payment. | Reasons for delay and remarks. |
|------------------------------|---|------------|-------------|-------------|-------------|--------------|--------------------|--|--------------------------------|
| | 1898. | 1899. | 1900. | 1901. | 1902. | 1903. | 1904. | | |
| Dining hall..... | \$20,000 00 | \$3,000 00 | ..... | ..... | ..... | ..... | ..... | Oct. 10, 1898 | Nov., 1899 |
| Two dormitories..... | | 22,000 00 | \$12,000 00 | ..... | ..... | ..... | ..... | Apr. 19, 1900 | Feb. 18, 1901 |
| School building..... | | 10,000 00 | \$2,000 00R | ..... | ..... | ..... | ..... | Dec. 15, 1902 | April, 1904 |
| Dormitory..... | | | | \$13,000 00 | ..... | \$12,915 99R | ..... | ..... | ..... |
| Laundry and power house..... | | | | | \$17,000 00 | ..... | ..... | Dec. 15, 1902 | Oct. 8, 1904 |

NEW YORK STATE SCHOOL FOR THE BLIND, BATAVIA.

Appropriations for buildings, with dates of contract and of completion, respectively, together with the reasons for the delay in construction.

| BUILDING. | YEARS AND AMOUNTS OF APPROPRIATIONS. | | | | | | Dates of contract. | Dates of completion. | Reasons for delay and remarks. |
|------------------------------|--------------------------------------|------------|------------|-------|-----------|-------|--------------------|---------------------------------|--|
| | 1898. | 1899. | 1900. | 1901. | 1902. | 1903. | 1904. | | |
| Gymnasium..... | \$10,000 00 | \$2,000 00 | \$1,950 00 | ..... | *\$816 81 | ..... | ..... | Aug. 5, 1901 | Insufficient appropriation. |
| Laundry and power house..... | ..... | ..... | ..... | ..... | ..... | ..... | \$20,500 00 | Aug. 11, 1904 †Jan. 1, 1905. | Children shut out of school for several months by the delay. |

* In part for gymnasium. There were four appropriations and four contracts for this building and its equipment, although the original appropriation was for its erection and equipment complete."

† The Superintendent says this work was completed about January 1, 1905. Largely through the delay in preparing plans for this work, the scholars were shut out of the school for several months, although the salaries of teachers and other employees have been paid by the State. The school was reopened for the reception of pupils on January 3, 1905.

NEW YORK STATE HOSPITAL FOR THE TREATMENT OF INCIPIENT PULMONARY TUBERCULOSIS, RAYBROOK.
Appropriations for buildings, with dates of contract and of completion, respectively, together with the reasons for the delay in construction.

" R " means reappropriated.

| BUILDING. | YEARS AND AMOUNTS OF APPROPRIATIONS AND REAPPROPRIATIONS. | | | | | | | Dates of contract. | Dates of completion or of final payment. | Reasons for delay and remarks. |
|------------------------|---|-------|-------|--------------|-------|------------------------------|------------|--------------------------|--|--|
| | 1898. | 1899. | 1900. | 1901. | 1902. | 1903. | 1904. | | | |
| Hospital (and site)... | | | | \$100,000 00 | ..... | { \$103,000 00 91,068 85R | ..... | Work com'd Oct., 1902 | Jan. 1, 1905. | Insufficient appropriation and plans modified. |
| Outdoor camp..... | | | | | | | \$5,000 00 | ..... | 1904 | ..... |

CLASSIFIED ORDINARY EXPENDITURES OF THE STATE INSTITUTIONS, SUBJECT TO THE VISITATION AND INSPECTION OF THE
STATE BOARD OF CHARITIES, FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1904.

| | State Industrial School, Rochester. | New York State Training School for Girls, Hudson. | Western House of Refuge for Women, Albion. | New York State Re- formatory for Wo- men, Bedford. | New York House of Refuge (of the So- ciety for the Reli- evement of Ju- veniles in the City of New York.) | Syracuse State In- stitution for Fee- ble-Minded Child- ren, Syracuse. | State Custodial Asy- lum for Feeble- Minded Women, Newark. | Rome State Custo- dial Asylum, Rome. |
|--|--|---|--|--|--|---|---|--|
| Average number of inmates..... | 813 | 163 | 145 | 211 | 864 | 509 | 533 | 683 |
| Total ordinary expenditures (exclusive of remittance to State Treasurer). | \$178,562 89 | \$50,880 62 | \$33,059 25 | \$48,756 08 | \$167,120 56 | \$93,211 49 | \$90,425 33 | \$88,989 62 |
| Average annual cost of support..... | 219 61 | 302 86 | 227 99 | 231 07 | 193 42 | 183 12 | 113 37 | 129 85 |
| Average weekly cost of support..... | 4 22 | 5 82 | *4 39 | 4 44 | 3 71 | 3 52 | 2 18 | 2 50 |
| Expended for salaries of officers, wages and labor..... | 81,556 33 | 22,919 92 | 14,871 03 | 22,396 09 | 73,184 13 | 37,194 77 | 25,415 61 | 37,336 83 |
| Average annual per capita expenditure for salaries, wages and labor..... | 100 31 | 136 43 | 102 66 | 106 14 | 84 70 | 73 07 | 47 69 | 54 67 |
| Expended for provisions..... | 37,533 92 | 9,431 43 | 5,430 66 | 10,536 87 | 42,897 39 | 21,085 56 | 16,152 00 | 21,890 89 |
| Average annual per capita expenditure for provisions..... | 46 17 | 56 14 | 37 45 | 49 94 | 49 05 | 41 43 | 30 30 | 32 05 |
| Expended for household stores..... | 3,475 92 | 1,767 73 | 1,100 33 | 1,870 25 | 6,133 43 | 3,815 07 | 3,147 93 | 3,576 34 |
| Average annual per capita expenditure for household stores..... | 4 27 | 10 52 | 7 59 | 8 89 | 7 10 | 7 49 | 5 91 | 5 24 |
| Expended for clothing..... | 12,770 45 | 1,870 12 | 1,272 80 | 2,420 85 | 17,077 19 | 7,633 11 | 2,802 61 | 5,063 73 |
| Average annual per capita expenditure for clothing..... | 15 71 | 11 13 | 8 78 | 11 47 | 19 77 | 14 99 | 5 26 | 7 41 |
| Expended for fuel and light..... | 24,176 79 | 7,737 56 | 4,589 09 | 7,801 36 | 18,369 94 | 14,102 97 | 6,893 09 | 11,833 26 |
| Average annual per capita expenditure for fuel and light..... | 29 74 | 48 06 | 31 65 | 36 97 | 21 25 | 27 71 | 12 93 | 17 33 |
| Expended for hospital and medical supplies..... | 856 56 | 406 07 | 544 93 | 272 48 | 853 38 | 672 39 | 672 28 | 449 40 |
| Average annual per capita expenditure for hospital and medical supplies..... | 1 05 | 2 42 | 3 76 | 1 29 | 1 02 | 1 32 | 1 26 | 66 |
| Expended for transportation and traveling expenses..... | 2,733 87 | 1,528 65 | 571 90 | 617 25 | 466 81 | 100 14 | ..... | ..... |
| Average annual per capita expenditure for transportation and traveling expenses..... | 3 36 | 9 10 | 3 94 | 2 93 | 54 | 20 | ..... | ..... |
| Expended for shop, farm and garden supplies..... | 5,669 25 | 1,580 15 | 967 94 | 795 87 | 4,401 78 | 5,084 53 | 1,923 17 | 5,268 62 |
| Average annual per capita expenditure for shop, farm and garden supplies..... | 6 97 | 9 40 | 6 67 | 3 78 | 5 09 | 9 99 | 3 61 | 7 71 |
| Expended for ordinary repairs..... | 1,040 36 | 380 80 | 75 05 | 468 71 | ..... | 596 19 | 351 68 | 664 55 |
| Average annual per capita expenditure for ordinary repairs..... | 1 29 | 2 27 | 52 62 | 2 21 | ..... | 1 17 | 1 66 | 97 |
| Expended for expenses of trustees or managers..... | 865 21 | 519 25 | 498 62 | 240 12 | 362 81 | 122 18 | \$278 85 | 583 77 |
| Average annual per capita expenditure for expenses of trustees or managers..... | 1 06 | 3 09 | 3 37 | 1 14 | 42 | 24 | 52 | 85 |
| Expended for all other ordinary expenses..... | 7,869 22 | 2,738 89 | 3,147 49 | 1,357 25 | 3,353 70 | 2,804 58 | 2,788 11 | 2,023 48 |
| Average annual per capita expenditure for all other ordinary expenses..... | 9 68 | 16 30 | 21 70 | 6 34 | 3 88 | 5 51 | 6 23 | 2 96 |

*Includes the value of home and farm products consumed.

†Under private management, but supported by State appropriations.

‡Includes expenses of officers.

CLASSIFIED ORDINARY EXPENDITURES OF THE STATE INSTITUTIONS, SUBJECT TO THE VISITATION AND INSPECTION OF THE STATE BOARD OF CHARITIES, FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 1904-- (Concluded).

| | Craig Colony for Epileptics, Bonyon. | New York State Soldiers and Sailors Home, Bath. | New York State Corpse Home, Oxford. | Thomas Asylum for Orphan and Destitute Indian Children, Iroquoia. | New York State School for the Blind, Batavia. | New York State Hospital for the Care of Crippled and Deformed Children, Haverstraw, West. | New York State Hospital for the Treatment of Incurable Pulmonary Tuberculosis, Caybrook, N. Y. | Totals and averages. |
|--|--------------------------------------|---|-------------------------------------|---|---|---|--|----------------------|
| Average number of inmates..... | 837 | 1,785 | 143 | 155 | 127 | 25 | ††21 | **408 |
| Total ordinary expenditures (exclusive of remittance to State Treasurer)..... | \$5142,312 26 | \$237,723 91 | \$27,645 80 | \$26,439 48 | \$39,395 30 | \$11,068 32 | \$7,538 67 | ††\$1,212,824 48 |
| Average annual cost of support..... | 170 03 | 133 18 | 193 33 | 170 50 | 310 20 | 442 46 | 358 98 | **225 35 |
| Average weekly cost of support..... | 3 27 | 2 56 | 3 72 | 3 23 | 5 94 | 8 44 | ††27 61 | **44 33 |
| Expended for salaries of officers, wages and labor..... | 60,612 47 | 74,267 82 | 9,473 34 | 13,205 00 | 22,752 35 | 4,073 00 | 4,366 77 | ††503,718 36 |
| Average annual per capita expenditure for salaries, wages and labor.. | 72 42 | 41 66 | 66 25 | 85 20 | 179 15 | 162 92 | 208 08 | **101 42 |
| Expended for provisions..... | 34,720 07 | 85,540 70 | 5,987 05 | 3,431 41 | 6,069 18 | 2,268 83 | 1,086 03 | ††304,696 64 |
| Average annual per capita expenditure for provisions..... | 41 48 | 47 92 | 41 87 | 22 14 | 52 73 | 90 76 | 51 74 | **46 12 |
| Expended for household stores..... | 6,926 31 | 5,435 12 | 790 31 | 983 95 | 700 26 | 328 31 | 53 36 | ††40,102 02 |
| Average annual per capita expenditure for household stores..... | 8 28 | 3 05 | 5 52 | 6 35 | 5 51 | 13 06 | 2 64 | **6 75 |
| Expended for clothing..... | 8,702 36 | 17,005 25 | 817 78 | 1,294 58 | 739 27 | 109 78 | 1 08 | ††80,090 97 |
| Average annual per capita expenditure for clothing..... | 10 40 | 9 80 | 5 72 | 7 77 | 5 82 | 4 39 | 05 05 | **14 22 |
| Expended for fuel and light..... | 16,740 81 | 35,832 43 | 6,391 09 | 3,936 51 | 4,971 30 | 489 00 | 448 56 | ††164,393 76 |
| Average annual per capita expenditure for fuel and light..... | 20 00 | 20 07 | 44 06 | 25 40 | 39 14 | 19 56 | 21 36 | **27 69 |
| Expended for hospital and medical supplies..... | 2,304 00 | 4,043 50 | 1,079 00 | 119 00 | 236 80 | 814 80 | 216 69 | ††13,571 31 |
| Average annual per capita expenditure for hospital and medical supplies..... | 2 75 | 2 27 | 7 54 | 77 77 | 1 87 | 32 59 | 10 31 | **4 72 |
| Expended for transportation and traveling expenses..... | 77 93 | 591 45 | ..... | 49 52 | 143 27 | ..... | ..... | ††880 82 |
| Average annual per capita expenditure for transportation and traveling expenses..... | 09 09 | 33 33 | ..... | 32 32 | 1 13 | ..... | ..... | **1 46 |
| Expended for shop, farm and garden supplies..... | 6,336 09 | 6,765 52 | 1,471 24 | 1,454 56 | 1,180 61 | 3 75 | 164 17 | ††43,068 25 |
| Average annual per capita expenditure for shop, farm and garden supplies..... | 7 57 | 3 79 | 10 29 | 9 38 | 9 30 | 15 15 | 7 82 | **6 77 |
| Expended for ordinary repairs..... | 1,217 98 | 1,014 05 | 13 40 | 243 36 | 90 06 | 123 04 | ..... | ††6,286 43 |
| Average annual per capita expenditure for ordinary repairs..... | 1,028 75 | 461 95 | 820 61 | 370 57 | 71 71 | 4 92 | ..... | **1 23 |
| Expended for expenses of trustees or managers..... | 1 23 | 26 26 | 5 74 | 2 39 | 3 64 | 25 37 | 739 36 | ††7,978 06 |
| Average annual per capita expenditure for expenses of trustees or managers..... | 3,645 46 | 6,976 12 | 801 78 | 1,439 02 | 1, 19 25 | 2,223 56 | 459 35 | **5 53 |
| Expended for all other ordinary expenses..... | 4 36 | 3 40 | 5 61 | 9 28 | 11 18 | 88 94 | 21 87 | ††42,127 36 |
| Average annual per capita expenditure for all other ordinary expenses..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | **14 42 |

§ Exclusive of \$655.17 for overdraft the previous year. § Opened to patients July 1, 1904.

** Average for fifteen institutions. †† Total expenditures for fifteen institutions.

† Institution opened thirteen weeks.

TABLE SHOWING THE NUMBER OF INMATES IN THE STATE INSTITUTIONS, SUBJECT TO THE VISITATION AND INSPECTION OF THE STATE BOARD OF CHARITIES, OCTOBER 1, 1904, ARRANGED WITH REFERENCE TO THE REPRESENTATION FROM THE SEVERAL COUNTIES OF THE STATE.

| COUNTIES. | State Industrial School, Rochester. | New York State Training School for Girls, Hudson. | Western House of Refuge for Women, Albion. | New York State Reformatory for Women, Bedford. | New York House of Refuge (of the Society for the Reforma- tion of Juvenile Delinquents in the City of New York). | Randall's Island. | Byram Lake Institution for Feeble-Minded Children, Byram Lake. | State Custodial Asylum for Feeble-Minded Women, Newark. | Rome State Custodial Asylum, Rome. | Craig Colony for Epileptics, Soyea. | New York State Soldiers and Sailors Home, Bath. | New York State Woman's Re- fuge Home, Oxford. | Thomas Asylum for Orphan and Destitute Indian Children, Iroquois. | New York State School for the Blind, Batavia. | New York State Hospital for the Care of Crippled and De- formed Children, West Haverstraw. | New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook. | Total |
|------------------|--|--|---|---|---|-------------------|--|---|---------------------------------------|--|--|--|---|--|---|---|-------|
| Albany..... | 29 | 1 | ..... | 1 | 1 | 1 | 23 | 14 | 17 | 17 | 87 | ..... | ..... | ..... | ..... | 2 | 196 |
| Allegany..... | 5 | ..... | ..... | ..... | ..... | ..... | 6 | 6 | 4 | 7 | 18 | ..... | ..... | ..... | ..... | ..... | 59 |
| Broome..... | 31 | 2 | 20 | ..... | ..... | ..... | 8 | 7 | 4 | 7 | 21 | ..... | ..... | ..... | ..... | ..... | 104 |
| Cattaraugus..... | 6 | ..... | 5 | ..... | ..... | ..... | 3 | 10 | 5 | 7 | 19 | ..... | ..... | ..... | ..... | ..... | 139 |
| Cayuga..... | 6 | ..... | 6 | ..... | ..... | ..... | 3 | 5 | 5 | 13 | 22 | ..... | ..... | ..... | ..... | 1 | 71 |
| Chautauque..... | 13 | ..... | 3 | ..... | ..... | ..... | 5 | 7 | 9 | 8 | 14 | ..... | ..... | ..... | ..... | ..... | 60 |
| Chemung..... | 11 | ..... | 3 | ..... | ..... | ..... | 17 | 9 | 2 | 9 | 53 | ..... | ..... | ..... | ..... | ..... | 109 |
| Chenango..... | 5 | ..... | ..... | ..... | ..... | ..... | 3 | 9 | 3 | 2 | 6 | ..... | ..... | ..... | ..... | ..... | 27 |
| Clinton..... | 4 | 1 | ..... | ..... | ..... | ..... | 13 | 6 | 4 | 6 | 1 | ..... | ..... | ..... | ..... | ..... | 22 |
| Columbia..... | 13 | 4 | ..... | ..... | ..... | ..... | 3 | 9 | 3 | 2 | 7 | ..... | ..... | ..... | ..... | ..... | 61 |
| Cortland..... | 4 | ..... | ..... | ..... | ..... | ..... | 6 | 6 | 6 | 4 | 6 | ..... | ..... | ..... | ..... | ..... | 23 |
| Delaware..... | 3 | ..... | ..... | ..... | ..... | ..... | 6 | 3 | 4 | 4 | 5 | ..... | ..... | ..... | ..... | ..... | 25 |
| Dutchess..... | 2 | 4 | ..... | ..... | ..... | ..... | 3 | 3 | 6 | 11 | 23 | ..... | ..... | ..... | ..... | ..... | 81 |
| Essex..... | 136 | 1 | 32 | ..... | ..... | 24 | 47 | 44 | 45 | 59 | 187 | ..... | ..... | ..... | ..... | 12 | 590 |
| Franklin..... | 5 | ..... | ..... | ..... | ..... | ..... | 2 | ..... | 4 | 8 | 5 | ..... | ..... | ..... | ..... | ..... | 14 |
| Fulton..... | 5 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | 8 | 6 | 4 | ..... | ..... | ..... | ..... | ..... | 33 |
| Genesee..... | 6 | ..... | 5 | ..... | ..... | ..... | ..... | 12 | 3 | 6 | 13 | ..... | ..... | ..... | ..... | ..... | 41 |
| Greene..... | ..... | ..... | ..... | ..... | ..... | 6 | ..... | 1 | 3 | ..... | 10 | ..... | ..... | ..... | ..... | ..... | 38 |
| Hamilton..... | ..... | ..... | ..... | ..... | ..... | ..... | 2 | 1 | 3 | ..... | 3 | ..... | ..... | ..... | ..... | ..... | 21 |
| Herkimer..... | 5 | ..... | ..... | ..... | ..... | ..... | 1 | 8 | 4 | 4 | 16 | ..... | ..... | ..... | ..... | ..... | 4 |
| Jefferson..... | 12 | 11 | 2 | ..... | ..... | ..... | 3 | 10 | 7 | 6 | 3 | ..... | ..... | ..... | ..... | ..... | 42 |
| King..... | ..... | ..... | ..... | 22 | ..... | 93 | 39 | 26 | 77 | 104 | 340 | ..... | ..... | ..... | ..... | ..... | 80 |
| Livingston..... | ..... | ..... | ..... | ..... | ..... | ..... | 5 | 4 | 3 | 8 | 12 | ..... | ..... | ..... | ..... | ..... | 17 |
| Lewis..... | 6 | ..... | 2 | ..... | ..... | ..... | 4 | 3 | 3 | 2 | 3 | ..... | ..... | ..... | ..... | ..... | 39 |
| Madison..... | 5 | ..... | 1 | ..... | ..... | ..... | 6 | 8 | 3 | 8 | 12 | ..... | ..... | ..... | ..... | ..... | 36 |
| Monroe..... | 5 | ..... | ..... | ..... | ..... | ..... | 26 | 25 | 19 | 52 | 160 | ..... | ..... | ..... | ..... | ..... | 418 |
| Montgomery..... | 88 | 2 | 40 | ..... | ..... | ..... | 4 | 1 | 7 | 7 | 8 | ..... | ..... | ..... | ..... | ..... | 40 |
| Nassau..... | 2 | 1 | ..... | ..... | ..... | 12 | ..... | 5 | 7 | 4 | 11 | ..... | ..... | ..... | ..... | ..... | 34 |
| New York..... | 4 | ..... | ..... | 147 | ..... | 608 | 88 | 107 | 229 | 273 | 317 | ..... | ..... | ..... | ..... | ..... | 1,818 |

| | | | | | | | | | | | | | | | | |
|------------------------|-----|------|------|------|-----|-----|-----|-----|-----|-------|-----|-----|-----|-----|-----|-------|
| Niagara..... | 16 | 1 | 16 | ... | ... | ... | 5 | 8 | 10 | 15 | 23 | 1 | ... | ... | ... | 116 |
| Onondaga..... | 7 | 14 | 1 | ... | ... | ... | 26 | 8 | 17 | 16 | 75 | 14 | ... | ... | ... | 186 |
| Ontonagon..... | 49 | 42 | 2 | ... | ... | ... | 30 | 10 | 17 | 19 | 82 | 8 | ... | ... | ... | 280 |
| Orangetown..... | 10 | 1 | 1 | ... | ... | ... | 8 | 13 | 6 | 8 | 21 | 1 | ... | ... | ... | 70 |
| Oswego..... | 7 | 15 | 4 | ... | ... | ... | 6 | 11 | 11 | 7 | 17 | 2 | ... | ... | ... | 100 |
| Otsego..... | 2 | 4 | ... | ... | ... | ... | 1 | 2 | 2 | 8 | 11 | ... | ... | ... | ... | 80 |
| Owego..... | 10 | 4 | 2 | ... | ... | ... | 14 | 9 | 7 | 15 | 21 | ... | ... | ... | ... | 70 |
| Quebec..... | 6 | 4 | ... | ... | ... | ... | 13 | 10 | 6 | 4 | 8 | 3 | ... | ... | ... | 56 |
| Putnam..... | 1 | 1 | ... | ... | ... | ... | 2 | 1 | ... | 1 | 6 | ... | ... | ... | ... | 13 |
| Queens..... | ... | ... | ... | ... | ... | ... | 12 | 3 | ... | 12 | 43 | 4 | ... | ... | ... | 76 |
| Rensselaer..... | 30 | 8 | ... | ... | ... | ... | 1 | 9 | ... | 9 | 1 | ... | ... | ... | ... | 139 |
| Richmond..... | ... | ... | ... | ... | ... | ... | 1 | 1 | ... | 12 | 45 | ... | ... | ... | ... | ... |
| Rockland..... | ... | 2 | ... | ... | ... | ... | 6 | 2 | ... | 6 | 8 | 3 | ... | ... | ... | 45 |
| St. Lawrence..... | 2 | 11 | ... | ... | ... | ... | 9 | 7 | ... | 17 | 14 | ... | ... | ... | ... | 88 |
| Saratoga..... | 22 | 6 | 3 | ... | ... | ... | 6 | 8 | ... | 10 | 15 | ... | ... | ... | ... | 79 |
| Schenectady..... | 16 | 15 | ... | ... | ... | ... | 1 | 4 | ... | 4 | 23 | ... | ... | ... | ... | 63 |
| Schoharie..... | ... | ... | ... | ... | ... | ... | 3 | 3 | ... | 4 | 5 | ... | ... | ... | ... | 17 |
| Schuyler..... | 2 | ... | 2 | ... | ... | ... | 3 | 3 | ... | 1 | ... | ... | ... | ... | ... | 21 |
| Seneca..... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | 3 | 17 | ... | ... | ... | ... | 30 |
| Seulen..... | ... | 1 | 7 | ... | ... | ... | 2 | ... | ... | 9 | 67 | ... | ... | ... | ... | 180 |
| Suffolk..... | 17 | ... | ... | ... | ... | ... | 9 | 6 | ... | 10 | 22 | ... | ... | ... | ... | 72 |
| Sullivan..... | ... | ... | ... | ... | ... | ... | 2 | ... | ... | 3 | ... | ... | ... | ... | ... | 21 |
| Toga..... | 6 | ... | 3 | ... | ... | ... | 4 | 5 | ... | 3 | 13 | ... | ... | ... | ... | 49 |
| Tompkins..... | 8 | ... | 2 | ... | ... | ... | 7 | 7 | ... | 4 | 10 | ... | ... | ... | ... | 40 |
| Ulster..... | 2 | 6 | ... | ... | ... | ... | 8 | 7 | ... | 4 | 18 | ... | ... | ... | ... | 64 |
| Warren..... | 8 | 2 | ... | ... | ... | ... | 10 | 6 | ... | 6 | ... | ... | ... | ... | ... | 28 |
| Washington..... | 8 | ... | ... | ... | ... | ... | 3 | 5 | ... | 3 | 8 | ... | ... | ... | ... | 35 |
| Wayne..... | 9 | ... | ... | ... | ... | ... | 4 | 6 | ... | 4 | 6 | ... | ... | ... | ... | 57 |
| Westchester..... | 2 | 1 | ... | ... | ... | ... | 9 | 18 | ... | 23 | 46 | ... | ... | ... | ... | 183 |
| Wyoming..... | 2 | ... | ... | ... | ... | ... | 4 | 16 | ... | 7 | ... | ... | ... | ... | ... | 80 |
| Yates..... | 4 | ... | ... | ... | ... | ... | 5 | 7 | ... | 5 | 7 | ... | ... | ... | ... | 34 |
| State at large..... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 1 | ... | ... | ... | ... | ... | 4 |
| From other states..... | ... | ... | ... | ... | ... | ... | ... | ... | ... | ... | 98 | ... | ... | ... | ... | 98 |
| Total..... | 686 | *163 | †168 | ‡223 | 828 | 539 | 549 | 711 | 898 | 2,192 | 133 | 157 | ... | 25 | 39 | 7,311 |

* Of these, 7 were infants. † Of these, one was an infant. ‡ Of these, 6 were infants. § Under private management, but supported by state appropriations. ¶ Of these, 12 belong to the Allegany Reservation and 76 to the Cattaraugus Reservation. ** St. Regis Reservation. †† Tuscarora Reservation. ‡‡ Oneida Reservation. §§ Onondaga Reservation. ¶¶ Shinnecock Reservation. *** Because of necessary repairs, this school was not open October 1, 1904.

**STATE INDUSTRIAL SCHOOL, ROCHESTER,
MONROE COUNTY.**

[Established 1846.]

This institution has capacity for 900 inmates. At the beginning of the fiscal year there were present 725 boys and 120 girls; total, 845. During the year 529 boys and 27 girls were admitted; 564 boys and 147 girls were discharged and 4 boys died, leaving a population October 1, 1904, of 686 boys. The average number of inmates during the year was 813 and the average weekly cost of support, including the value of home and farm products consumed, \$4.72; excluding this value, \$4.22.

The receipts during the fiscal year were: From cash on hand at the beginning of the year, \$389.18; from special appropriations, \$126,561.03; from general appropriations, \$178,500; from other sources, \$254.65; making the total receipts for the year, \$305,704.86.

The ordinary expenditures were: For salaries of officers, \$16,236.42; for wages and labor, \$65,319.91; for provisions, \$37,538.92; for household stores, \$3,475.92; for clothing, \$12,770.46; for fuel and light, \$24,176.79; for hospital and medical supplies, \$856.56; for transportation and traveling expenses, \$2,733.87; for shop, farm and garden supplies, \$5,669.25; for ordinary repairs, \$1,050.36; for expenses of managers, \$865.21; for remittance to State Treasurer, \$254.65; for unclassified expenses, \$7,869.22; total, \$178,817.54.

The extraordinary expenditures were \$126,561.03, of which \$106,395.45 represented purchase of site for new building, \$14,558.30 for improvements and extraordinary repairs, and \$5,607.28 for all other extraordinary expenses, making the aggregate expenditures for the year \$305,378.57, and leaving October 1, 1904, a cash balance of \$326.29. The balance in cash was the only asset and there was no outstanding indebtedness.

Of the expenditures for maintenance during the year 45.7 per cent. was for salaries, wages and labor, 21 per cent. for provisions, 1.9 per cent. for household stores, 7.2 per cent. for clothing, 13.5

per cent. for fuel and light, .5 of 1 per cent. for hospital and medical supplies, 1.5 per cent. for transportation and traveling expenses, 3.2 per cent. for shop, farm and garden supplies, .6 of 1 per cent. for ordinary repairs, .5 of 1 per cent. for expenses of managers, and 4.4 per cent. for all other ordinary expenses.

Chapter 728, Laws of 1904 (appropriation bill), appropriated for maintenance and rewards to inmates and repairs and betterments of tools and equipment and furniture, and for necessary tools to properly conduct the trade schools and common schools and military system and photographing of inmates, \$178,500.

Chapter 729, Laws of 1904 (supply bill), appropriated for repairs and equipment, \$2,000.

Chapter 631, Laws of 1904 (special act), appropriated for sixteen cottages and sixteen barns complete, \$136,000; bakery building and storehouse, \$5,000; reception house and hospital, \$15,000; ice house, \$2,000; roads, \$5,000; farm stock, equipment and seeds, \$10,000; furnishings, \$10,000.

The maintenance appropriation was \$180,500, and the special appropriation \$183,000, making the total appropriation \$363,500.

The nearest point of the new farm site is distant eleven miles from the Rochester grounds of the State Industrial School. Two well constructed new State roads, one on either side of the Genesee river, extend to within three miles of the new site. The Erie railway passes through the farm from north to south. Pixley Station, twelve miles from the city, is located within its boundaries, and Rush Junction, fifteen miles from the city, is just beyond the southern line. The Lehigh Valley main line crosses the tract from east to west, and has a freight switch on the institution grounds. The Pennsylvania railroad is across the Genesee river near the western boundary of the tract, while the Canandaigua branch of the New York Central is within a few rods of the southern boundary. The State has been fortunate in securing a site so convenient, accessible, and centrally located. The general shape of the tract is that of an irregular oblong, the greatest length of which is three and a half miles and the greatest width one mile. The Genesee river forms the western boundary of the property.

The surface of the ground is diversified with valley and uplands, woods and hills. In the woods oak and hickory, beech and maple, black walnut, butternut and white walnut are found. There are eight apple orchards and one young peach orchard.

The highest point on the property is 750 feet and the lowest point 525 feet above the sea level.

The water supply is now mainly drawn from wells operated by windmills. On the northern end of the tract are inexhaustible springs of sufficient capacity to supply the entire institution with water if a central water system should be desired. The water has been examined by the State Chemist at Albany and found satisfactory.

Upon the suggestion of the State Board of Charities, made in its annual report for 1903, correspondence was had by the Board of Managers with several landscape architects in reference to laying out the grounds; but the managers finally decided that the proposed charges for such services were too large. The State Board of Charities regrets the failure to employ a competent landscape architect and engineer, believing that he would have prepared plans of permanent value to the State greatly in excess of his professional fees. It is not too late for the State to avail itself of such service. It should be the policy of the State, in preparing large tracts of land for occupation as a colony, to employ expert landscape architects.

A topographical survey was made by a Rochester surveyor. The preliminary location of cottages was made by the Superintendent and the Chairman of the new site committee of the Board of Managers, and this preliminary arrangement was approved by the Board.

The arrangement of the buildings contemplates a central group to be known as the "Industrial," located south of and distant four hundred feet from the Scottsville road. This group will have an industrial building located in the centre, and a row of cottages four hundred feet distant therefrom on either side. West of this will be a sub-group containing the bakery building, store house, boiler room and power plant, with cottages grouped on either side of these buildings.

The various trade schools of the institution will be located in the industrial building, and the instructors will live in the nearby cottages. Twenty-five boys employed in trades will live as a family under the immediate supervision of an instructor. This industrial group and its cottages is now outlined only in plan, no appropriation having yet been made for the buildings.

The sixteen cottages provided for in the appropriation made by Chapter 631 of the Laws of 1904 are of frame construction, two stories in height. Each will have a sitting room and dining room for boys, a sitting room, toilet room and bedroom for the supervisor and matron in charge, a kitchen, pantry and store room, on the first floor. On the second floor there will be a dormitory for the boys, a room for a night watchman, in case one is employed, a toilet room and clothes room. In the basement of each will be located the steam boiler which will heat the cottage, and a room in which the boys will remove their soiled shoes and put on slippers before entering the living rooms above. There will also be a vegetable cellar.

It is intended that the garden supplies, fruit, milk and every other article of food which it is possible to raise upon the farm, shall be produced in sufficient quantities by the boys for their own use at least, and in the case of the older and larger boys, a surplus for the officers, or for sale. Each cottage is designed to be complete in itself, and to have no connection with the other cottages. It will be wired for electric lighting, but until an electric plant is installed, kerosene lamps will be used.

A general laundry will do the laundry work and a general bakery will supply the bread for the whole school. In connection with each of the sixteen cottages and farms there is to be a barn for the horses, cows, sheep and other domestic animals.

It is the purpose to divide the tract into fifty-acre farms. These agricultural cottages will be held responsible for the proper cultivation of their respective farms. All division walls and fences are to be removed, the hedge rows cut down, and the ground thoroughly tilled. Where necessary, woven wire fences will be erected for boundary purposes, with the object of making the whole site appear one unbroken farm.

The location of the cottages was determined largely with the fifty-acre farms in view, and that the boys living in each house might be near the farm which they are to cultivate. Of the sixteen to be erected, six are located North and ten South of the Scottsville and East Rush road. Usually, high land has been selected for sites, but to the South of the Scottsville road some of the cottage sites selected are in the lowlands. The State Board of Charities believes that some of the sites are badly chosen and should be changed. The barns are to be located about one hundred feet from the house.

By chapter 631, Laws of 1904, the Legislature appropriated for sixteen cottages and sixteen barns complete, \$136,000; for bakery and store house, \$5,000; for reception house and hospital, \$15,000; for ice house, \$2,000; for roads, \$5,000; for farm stock, equipment and seeds, \$10,000; for furnishings, \$10,000. This appropriation bill was signed by the Governor and became a law on the 9th of May, 1904, and the money immediately available. Plans and specifications for the cottages and barns were prepared soon thereafter by the State Architect, and were then immediately approved by the Board of Managers and the Building Commission. Advertisements for proposals for the construction of these cottages and barns were published on the 6th of August, and the contract for their erection was awarded on the 16th of the month to the Schenectady Engineering and Construction Company, they being the lowest bidders. This contract covered both the construction and electric wiring, at \$94,614.00 for the construction work and \$1,840.00 for the electric light work. The contract for heating and plumbing was awarded to Richard T. Ford of Rochester, at a combined bid of \$25,800.00, making the total contract for the construction of the sixteen cottages and sixteen barns complete, \$122,254.00, which is about \$14,000.00 less than the Legislature appropriated for these buildings.

Work under these contracts was begun on the 26th day of September, and the team work has been done on the excavation of fifteen of the sixteen cottages, and the sixteenth cellar will be completed within a few days. Delay in the shipment of material

has thus far prevented actual construction work, but the material is now being delivered on the site.

Plans have been prepared for the hospital, and for an ice house, and there are now ready preliminary plans for the bakery and store room building.

By chapter 167 of the Laws of 1904, it was provided that no girls should be committed to the State Industrial School after the first of June, 1904. At that date there were in the institution sixty-five girls. Since then all except four of these girls have been paroled from the institution into the care of employers or relatives. The four exceptions are feeble-minded and they have been placed in the custody of the superintendent of the poor of their respective counties, there being no opportunity to secure their commitment to the State Custodial Asylum for Women at Newark because of lack of room in that institution. The last girl left the institution on the thirtieth day of September, and on that date the Girls' Department was formally closed.

The removal of the State Industrial School to its new home makes large appropriations necessary in order that the institution may be completed at an early date. The Legislature of 1904 made an appropriation for sixteen farm cottages and barns. These will house four hundred inmates, and it becomes essential that the administration building be erected at once. For this purpose the Board recommends an appropriation of \$25,000.

The religious instruction of the boys should proceed with their other training, and the Board recommends that provision be made for chapels.

The industrial building will be required as soon as the majority of the boys are on the new site, and the boiler room and power house and the other buildings essential to the successful operation of the trade schools should be provided for, as also ten additional cottages which are recommended so that the city dormitories may be abandoned in another year. The sixteen cottages in course of erection are to accommodate 400 boys. Ten additional cottages will provide room for 250 more. As the total population on the first of October was 686, this provision will apparently leave about 36 boys without cottage dormitories, but it will be possible

to make use of some of the farm cottages to provide temporarily for this number, and thus when the ten additional cottages asked for are completed the institution can finally leave Rochester.

Fencing is needed to prevent the encroachment upon the State land, of neighboring flocks and herds, as well as for the protection of the cattle and sheep of the School.

Farm stock and equipment for cultivating the land, together with seeds, fruit trees and small fruit plants should be provided, and also for each of the cottages now building, horses, cows, swine and sheep.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For administration building, \$25,000; for industrial building, \$15,000; for boiler room and power plant building, \$10,000; for creamery building, \$3,000; for fruit evaporator building, \$2,000; for fencing, \$3,000; for Catholic chapel, \$10,000; for Protestant chapel, \$15,000; for ten cottages, \$75,000; additional for hospital, \$10,000; for fruit trees and small fruit plants, \$1,000; for stock, equipment and seeds, \$5,000, making the special appropriations recommended, \$174,000; for maintenance, \$160,000; making the total appropriations recommended, \$334,000.

NEW YORK STATE TRAINING SCHOOL FOR GIRLS, HUDSON, COLUMBIA COUNTY.

(Originally established in 1881 as the House of Refuge for Women.)

[Established 1904.]

This institution has capacity for 285 inmates. The number of inmates October 1, 1903, was 194, and 54 were admitted during the year, making the total number under care 248. During the year 85 were discharged, thus leaving under care October 1, 1904, 163, of whom 7 were infants. The average number present during the year was 168, and the average weekly cost of support, including the value of home and farm products consumed, \$6.04; excluding this value, \$5.82.

The receipts during the fiscal year ending September 30, 1904, were: From cash balance of the previous year, \$271; from special appropriations, \$32,633.10; from general appropriations, \$53,000; from other sources, \$441.09; total, \$86,345.19.

The ordinary expenditures of the year were: For salaries of officers, \$16,803.46; for wages and labor, \$6,116.46; for provisions, \$3,431.48; for household stores, \$1,767.73; for clothing, \$1,870.12; for fuel and light, \$7,737.56; for hospital and medical supplies, \$406.07; for transportation and traveling expenses, \$1,528.65; for shop, farm and garden supplies, \$1,580.15; for ordinary repairs, \$380.80; for expenses of managers, \$519.25; for remittance to State Treasurer, \$439.77; for all other ordinary expenses, \$2,738.89; total, \$51,320.39.

The extraordinary expenditures were reported as \$30,793.10, of which \$29,252.75 was for buildings and improvements, \$800.85 for extraordinary repairs, and \$739.50 for all other extraordinary expenses, making the total expenditures for the year \$82,113.49. The cash balance October 1, 1904, was \$4,231.70, and the outstanding indebtedness \$1,840 for bills unpaid.

Of the expenditures for maintenance during the year 45.1 per cent. was for salaries, wages and labor, 18.5 per cent. for provisions, 3.5 per cent. for household stores, 3.7 per cent. for clothing, 15.2 per cent. for fuel and light, .8 of 1 per cent. for hospital and medical supplies, 3 per cent. for transportation and traveling expenses, 3.1 per cent. for shop, farm and garden supplies, .7 of 1 per cent. for ordinary repairs, 1 per cent. for expenses of managers, and 5.4 per cent. for all other ordinary expenses.

Chapter 728, Laws of 1904 (appropriation bill), appropriated for maintenance of the institution and for transportation of the convicts, \$55,000.

Chapter 723, Laws of 1904 (special act), appropriated for additional amount necessary to make heating contract for prison and administration building, \$905; extending switch board, \$250; enlarging dynamo room, \$200; furniture and furnishing for rooms and offices and new hospital equipment, \$1,000.

Chapter 729, Laws of 1904 (supply bill), reappropriated the unexpended balances under chapter 431, Laws of 1902, for administration building, \$3,500; fire escapes for the administration building, \$1,328.35; sewage disposal plant, \$7,897.25; recreation grounds, \$683.08; reconstructing prison building, \$8,976.62; arranging of upper room in industrial building for physical exercise and for necessary apparatus and additional stairs, \$993.80; and for general repairs, \$559.63.

The maintenance appropriation was \$55,000; the special appropriation, \$2,355; the reappropriation, \$23,938.73; making a total of \$81,293.73.

Chapter 453 of the Laws of 1904, established the New York State Training School for Girls, at Hudson, N. Y., as an institution for the training of delinquent girls under the age of sixteen years, heretofore sent to private institutions and to the girls' departments of the House of Refuge on Randall's Island, New York city, and the State Industrial School at Rochester, commitments to the latter institutions ceasing on June 1st, 1904. The Penal Code was amended at the same time so as to authorize the commitment of delinquent girls under the age of sixteen from all parts of the State to the New York State Training School for Girls, and it is now the only State institution to which delinquent girls of this age can be committed.

In general, all girls between the ages of twelve and sixteen convicted of any form of juvenile delinquency may be committed to this institution. Among the principal offences enumerated in the statutes are:—frequenting the company of thieves or prostitutes, or being found associated with vicious and dissolute persons; wilful disobedience to parents or guardians; intemperate habits; vagrancy; any criminal offence; begging or receiving or soliciting alms; having been abandoned or improperly exposed or neglected by parents or other person or persons in parental control; being in concert saloons, dance-houses, theatres or places where liquors are sold without being there in charge of a parent or guardian; playing any game of chance or skill in any place wherein, or adjacent to which, liquors are sold or given away;

being employed in any illegal, indecent or immoral exhibition or practice; collecting cigar stumps, bones or refuse for market and peddling. Moreover, any girl under the age of twelve may be committed in case she is convicted of a felony.

Commitments to this institution are regulated by section 135 of the State Charities Law (as amended by chapter 453, Laws of 1904); section 701 of the Penal Code (as amended by chapter 388, Laws of 1904); sections 291, 292 and 713 of the Penal Code, and sections 887 and 888 of the Code of Criminal Procedure.

The appropriation made by chapter 294 of the Laws of 1900 "for a sewage disposal plant" has been expended upon plans prepared by an expert sanitary engineer, but the contact beds are yet to be provided. This is a matter of prime importance, and it is the opinion of the State Board of Charities that there should be no half-way measures in matters of sanitation, and that contact beds should be constructed at the earliest possible moment and the plant completed.

A general contract was made in 1903 for alterations in the administration building; for changes in the prison building; for plumbing, electric wiring and other improvements, as provided for by chapter 431 of the Laws of 1902, and chapter 599 of the Laws of 1903. The alterations have greatly improved these structures.

The administration building is now in service again, and it is in many respects much more satisfactory than ever before. It is unfortunate that, on account of insufficient appropriation, all the changes and repairs recommended in this building could not have been accomplished at one time; but as the total amount available for alterations in the two buildings was much less than the lowest offer for the work, important modifications of the plans had to be made. These omissions will make it necessary to vacate the building again to make these additional improvements. All the repairs and alterations in any one building should be made at the same time. It is exceedingly embarrassing to the administrative and general routine to vacate buildings in order that workmen may make repairs.

The appropriation of \$10,000 for a new hospital was used to alter one wing of the prison building into a hospital, instead of for the erection of a separate building for that purpose as seems to have been contemplated by the law.

The coal pockets connected with the power house of this institution are not large enough to store the coal required for the winter. The space is limited, the facilities for putting the coal into the pockets are inadequate, and the power house itself has suffered greatly from the washing down of the clay banks. It is recommended, therefore, that the pockets be enlarged so as to store coal to carry the school through any emergency. The coal pocket will then serve as a retaining wall against the clay bank which has been the source of so much trouble in the boiler house, and drains can be so placed that the storm water will not interfere with the production of power. This improvement will require an appropriation of \$5,000.

All of the cottages should be equipped with fire escapes. During the last fiscal year \$650 was drawn from the maintenance fund to pay in part for the erection of eight fire escapes. Ten additional escapes are required to complete the equipment. To reimburse the maintenance fund, and provide for the construction of these additional fire escapes makes an appropriation of \$1,650 necessary.

The system, which has been in use in this institution since its occupancy as a house of refuge, requires each inmate to be locked in her room at night. In case of an emergency, such as fire, it might be difficult and dangerous to unlock the doors in order to release the inmates. The electric enunciator system does not require locked doors. It will control the movements of the girls in the training school, and can be placed in the cottages with a comparatively small expense. An appropriation is recommended for this purpose.

The sewage disposal plant requires completion. Two contact beds are necessary, and an appropriation of \$1,000 in addition to the balance available from the former appropriation will complete the plant.

An appropriation for new ranges in the several cottages is

recommended, the stoves being too small, and very unsatisfactory.

An important equipment is needed for the general health. All the water used for drinking and cooking purposes is drawn from the Hudson supply, and has to be boiled before it is safe to drink. The State Board of Charities recommends as an additional precaution, that a suitable water filter be installed in the power house.

The Board also recommends that an appropriation be made for a new direct connected electric unit to add to the present lighting plant, and suggests that for this purpose the unexpended balance of \$2,348.06 remaining of the \$2,500 appropriated in 1903, for a new boiler, be reappropriated, and that there be added to it such additional sum as may be necessary.

The change of this institution from a house of refuge to a training school will result in a radical difference in the character of the inmates. Heretofore they have been from sixteen to thirty years of age, many of whom were of decidedly criminal character. Henceforth only girls between twelve and sixteen years of age are to be received, and the restraints necessary for the control of criminals will not be required. One of these restraints is a high fence. The grounds available for exercise are now very limited as this fence is close to the buildings. To afford sufficient room for exercise, the close board fence now surrounding the buildings should be removed and a suitable wire fence be erected upon the lines bounding the State lands. This will also provide room for useful employment in gardening by including fifty more acres of State land within the inclosure of the school. An appropriation is therefore recommended for this purpose.

The following appropriations, or so much thereof as may be necessary, are recommended:

For coal pockets with driveway forming a retaining wall to the power house, \$5,000; for fire-escapes, \$1,650; for contact beds for sewage disposal plant, in addition to the amount available from the funds appropriated in 1900 and since reappropriated for the construction of the sewage disposal plant, \$1,000; for water filter system, \$1,500; for steel cooking ranges for the cottages, \$900; for fruit trees, shade trees, ornamental trees and shrubs,

\$1,000; for fencing, \$2,000; for extraordinary repairs and equipment, \$2,500; making the special appropriations recommended, \$15,550; for maintenance, \$60,000; making the total appropriations recommended, \$75,550.

**WESTERN HOUSE OF REFUGE FOR WOMEN, ALBION,
ORLEANS COUNTY.**

[Established 1890.]

This institution has capacity for 150 inmates. The number of inmates present October 1, 1903, was 134, and 86 were admitted during the year, making the total number under care 220. During the year 50 were discharged and 2 died, leaving 168 present October 1, 1904, of whom 1 was under two years of age. The average number present during the year was 145 and the average weekly cost of support, including the value of home and farm products consumed, \$4.39; excluding this value, \$4.21.

The receipts for the fiscal year ending September 30, 1904, were: From cash balance of the previous year, \$520.51; from special appropriations, \$3,199.46; from general appropriations, \$32,000; from home products, \$1,348.11; from miscellaneous sales, \$32.15; total, \$37,100.23.

The ordinary expenditures during the year were: For salaries of officers, wages and labor, \$14,871.08; for provisions, \$5,430.06; for household stores, \$1,100.33; for clothing, \$1,272.80; for fuel and light, \$4,589.09; for hospital and medical supplies, \$544.99; for transportation and traveling expenses, \$571.90; for shop, farm and garden supplies, \$967.94; for ordinary repairs, \$75.05; for expenses of managers, \$488.52; for remittance to State Treasurer, \$32.15, and for all other ordinary expenses, \$3,147.49; total, \$33,091.40.

The extraordinary expenditures for improvements were \$3,199.46, making the total expenditures for the year \$36,290.86, and leaving a cash balance of \$809.37 at the close of the year. There was no outstanding indebtedness, and the only asset was the balance in cash.

Of the expenditures for maintenance during the year 45 per cent. was for salaries, wages and labor, 16.4 per cent. for provis-

ions, 3.3 per cent. for household stores, 3.9 per cent. for clothing, 13.9 per cent. for fuel and light, 1.7 per cent. for hospital and medical supplies, 1.7 per cent. for transportation and traveling expenses, 2.9 per cent. for shop, farm and garden supplies, .2 of 1 per cent. for ordinary repairs, 1.5 per cent. for expenses of managers, and 9.5 per cent. for all other ordinary expenses.

Chapter 728, Laws of 1904 (appropriation bill), appropriated for maintenance of the institution and for transportation of the convicts, \$33,000.

Chapter 721, Laws of 1904 (special act), appropriated for lighting equipment, \$5,000.

Chapter 729, Laws of 1904 (supply bill), reappropriated the unexpended balances under chapter 434, Laws of 1902, for spray baths and bathrooms, \$333.36; fire protection, \$1,800.

The maintenance was \$33,000, the special appropriation \$5,000, the reappropriation \$2,133.36, making a total of \$40,133.36.

The institution is now accommodating 26 more girls than the buildings were intended for, and, to provide for these and to make room for the additional commitments during the coming year, two more cottages are required. These should each have a capacity of thirty, and their erection will increase the total capacity from 150 to 210, excluding the hospital, which must be reserved for emergencies.

The cottage type of dormitory is the most satisfactory building for such women as are sent to this institution. It permits the matrons to be in close daily intercourse with each inmate of their cottages. Individual attention is given to their needs, and a moral influence is thus exerted which is of great value in the training of the girls. The value of cottage training is impaired by overcrowding. At the present time some of the inmates are sleeping in the halls. The erection of new cottages should be undertaken at the earliest possible moment.

All suitable building sites for cottages within the present inclosure are now occupied. The extension of the institution, after the two cottages now recommended are built, will compel the location of all new buildings upon low unsuitable land or their separation by a public road from the present group unless

adjoining land is acquired. This the State Board of Charities recommends. It is also recommended that the tract of farm land now owned by the institution be sold. It is separated from the buildings by the public road, and is unavailable for institutional use.

At the present time the institution has no assembly hall in which the inmates can gather. On all general occasions, the school room has to be used. It is not suitable for general gatherings as it is too small, and an assembly hall is desirable. The rooms in the school building are all needed for school and industrial purposes. The Board recommends that an assembly building be provided large enough to accommodate 250 inmates and officers.

The present administration building is too small for the accommodation of the officers and the transaction of administrative work. There is no place for keeping important records, nor is there a sufficient number of rooms to accommodate the officers who should live in the building. The enlargement of this building has been recommended by this Board in previous reports, and the increasing population of the institution makes it more necessary than heretofore that additional room be provided.

The carriage required for the use of the institution is worn out and should be replaced. This was recommended in the last two annual reports, and the recommendation is renewed.

The library contains very few books. It has received no additions for several years, and there should now be added to it a supply of new books and repairs be made to those on hand. The State Board of Charities believes that the best provision for supplying the State institutions with suitable literature for the use of the inmates will be through a central library to be maintained and controlled by the State Library at Albany. This could be organized as are the traveling libraries now under its control, and each of the institutions would thus enjoy from two to four times each year a stock of fresh books. By this plan the expenditures of the State would not be as great as if each institution had its own special library, and the books would be in better condition, represent later issues, and be more carefully selected.

The State Board of Charities recommends for this institution the following appropriations, or so much thereof as may be necessary:

For two new cottages and their equipments, each cottage to accommodate thirty persons, \$50,000; for an assembly hall and gymnasium, \$20,000; for enlargement of the administration building, \$5,000; for a new carriage and equipment, \$500; for the purchase of additional land, \$2,500; making the special appropriations recommended, \$78,000; for maintenance, \$40,000; making the total appropriations recommended, \$118,000.

**NEW YORK STATE REFORMATORY FOR WOMEN, BEDFORD,
WESTCHESTER COUNTY.**

[Established 1892.]

This institution has capacity for 220 inmates. The number of inmates present October 1, 1903, was 198 and 112 were admitted during the year. Fifty-six were paroled, three died and 28 were otherwise discharged, thus leaving 223 present October 1, 1904, of whom 5 were infants. The average number present during the year was 211, and the average weekly cost of support, including the value of home and farm products consumed, \$4.51; excluding this value, \$4.44.

The receipts for the fiscal year, ending September 30, 1904, were: From cash balance of the previous year, \$1,028.29; from special appropriations, \$381.96; from unexpended appropriations of former years, \$3,500; from general appropriations, \$45,000; from all other sources, \$37.84; total, \$49,948.09.

The ordinary expenditures during the year were: For salaries of officers, wages and labor, \$22,396.09; for provisions, \$10,536.87; for household stores, \$1,870.25; for clothing, \$2,420.85; for fuel and light, \$7,801.36; for hospital and medical supplies, \$272.46; for transportation and traveling expenses, \$617.25; for shop, farm and garden supplies, \$796.87; for ordinary repairs, \$466.71; for expenses of managers, \$240.12; for remittance to State Treasurer, \$37.84, and for all other ordinary expenses, \$1,337.25; total ordinary expenditures, \$48,793.92.

The expenditures for improvements, and for all other extraordi-

nary expenses was \$381.96, making the total expenditures, \$49,175.88, and leaving a cash balance of \$772.21 at the close of the year.

Of the expenditures for maintenance during the year 45.9 per cent. was for salaries, wages and labor, 21.6 per cent. for provisions, 3.8 per cent. for household stores, 5 per cent. for clothing, 16 per cent. for fuel and light, .5 of 1 per cent. for hospital and medical supplies, 1.2 per cent. for transportation and traveling expenses, 1.6 per cent. for shop, farm and garden supplies, .9 of 1 per cent. for ordinary repairs, .5 of 1 per cent. for expenses of managers, and 3 per cent. for all other ordinary expenses.

Chapter 728, Laws of 1904 (appropriation bill), appropriated for maintenance of the institution and for transportation of the convicts, \$50,000.

Chapter 724, Laws of 1904 (special act), appropriated for fire risers and improvements in fire protection in all buildings, \$1,250; steam heater for hospital, \$250; workshop and addition to engine room, \$1,000; coal pockets and driveways, \$2,500; one cottage for employes, \$2,250; disciplinary building, \$8,000; repairs and equipments, \$1,500.

Chapter 729, Laws of 1904 (supply bill), reappropriated the unexpended balance under chapter 432, Laws of 1902, for coal shed, \$750.

The maintenance appropriation was \$50,000, the special appropriation \$16,750, the reappropriation \$750, making a total of \$67,500.

At the beginning of the fiscal year, October 1, 1903, the number of inmates in this institution was 198, as compared with 151 September 30, 1902. On September 30, 1904, the number of inmates was 223, and during the year the average was 211. The growth of this institution has been rapid, and at the present time it is greatly over-crowded. The accommodations are sufficient for 220 inmates, but with this number present there is no opportunity for proper classification. In its annual report presented to the Legislature of 1904, the State Board of Charities recommended the immediate enlargement of the institution in order to keep pace

with commitments. This recommendation is renewed, and it is suggested that provision should now be made for two additional cottages, each large enough to accommodate thirty.

The present reception building has never been satisfactory, and changes should be made in it. The use of many of the cells now occupied constantly by inmates is deprecated. They are strictly prison cells and are so isolated as to make it difficult to supervise the girls. Women who should be committed to this reformatory are now committed to the workhouse or to the penitentiary. The institution should be enlarged and properly arranged to receive all the women of this class.

An industrial building is greatly needed. This will provide for the general workrooms, and a part of it might be used also for school rooms. At present the industrial rooms are in the administration and reception buildings, but, as both are overtaxed and the population is constantly increasing, an industrial building should be erected to relieve the situation.

It is especially desired to have the male employes at hand for emergencies. With a single exception they now reside more than two miles away, and could not be of service in case of fire or other need. It is recommended that an additional cottage for employes be built.

The dynamo and engine should be duplicated, as the power plant is now taxed to its full capacity. In the event of a breakdown the institution would be left in darkness and serious consequences might follow. The need of an auxiliary engine and dynamo is therefore imperative, and an appropriation is recommended for this purpose.

An appropriation should be made for the purchase of cement for walks about the buildings and grounds. These walks can be made by the inmates, who, during the past season, have graded and otherwise improved the grounds.

There should be a fence around the property to protect it from the encroachment of cattle.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For two cottages and their equipment for inmates, each cottage to accommodate thirty persons, \$50,000; for furnishing the same, \$1,800; for, an industrial building, \$10,000; for a cottage for employes, \$2,500; for an auxiliary engine and dynamo, \$3,500; for fence around property and improvement on highway front, \$1,750; for cement for walks, the labor to be performed by inmates, \$500; making the special appropriations recommended, \$70,050; for maintenance, \$66,000; making the total appropriations recommended, \$136,050.

SOCIETY FOR THE REFORMATION OF JUVENILE DELINQUENTS IN THE CITY OF NEW YORK, USUALLY KNOWN AS "THE HOUSE OF REFUGE," RANDALL'S ISLAND, NEW YORK CITY.

[Established 1824.]

This institution has capacity for 1,000 inmates. The number of inmates present October 1, 1903, was 931, and 471 were admitted during the year, making the total number under care 1,402. During the year 571 were discharged and 3 died, leaving the number present October 1, 1904, 828. The average number present during the year was 864, and the average weekly cost of support, including the value of home and farm products consumed, \$5.29; excluding this value, \$3.71.

The receipts during the year ending September 30, 1904, were: From cash balance of the previous year, \$1,546.76; from special appropriations, \$6,147.01; from deficiency appropriations, \$8,000; from general appropriations, \$148,750; from all other sources, including \$13,905 from the board of education, New York city, \$14,379.97; total, \$178,823.74.

The ordinary expenditures for the year were: For salaries of officers, wages and labor, \$73,184.13; for provisions, \$42,897.39; for household stores, \$6,133.43; for clothing, \$17,077.19; for fuel and light \$18,359.94; for hospital and medical supplies, \$883.38; for transportation and traveling expenses, \$466.81; for shop, farm and garden supplies, \$4,401.78; for expenses of managers, \$362.81; for remittance to State Treasurer, \$474.97; for all other ordinary expenses, \$3,353.70; total ordinary expenditures, \$167,595.53.

The extraordinary expenditures were \$5,340.51 for extraordinary repairs and \$806.50 for all other extraordinary expenses, making the aggregate expenditures for the year, \$173,742.54. The cash balance at the close of the year was \$5,081.20, and there was no outstanding indebtedness.

Of the expenditures for maintenance during the year 43.8 per cent. was for salaries, wages and labor, 25.7 per cent. for provisions, 3.7 per cent. for household stores, 10.2 per cent. for clothing, 11 per cent. for fuel and light, .5 of 1 per cent. for hospital and medical supplies, .3 of 1 per cent. for transportation and traveling expenses, 2.6 per cent. for shop, farm and garden supplies, .2 of 1 per cent. for expenses of managers, and 2 per cent. for all other ordinary expenses.

Chapter 728, Laws of 1904 (appropriation bill), appropriated for maintenance and rewards to inmates and repairs and betterments of tools and equipment and furniture, and for necessary tools to properly conduct the trade schools and common schools and military system and photographing inmates, \$168,000.

Chapter 729, Laws of 1904 (supply bill), appropriated for deficiency in maintenance fund for the fiscal year ending September 30, 1904, \$20,000; for repairs and equipment, \$4,000. This chapter also reappropriated the unexpended balances under chapter 424, Laws of 1902, for raking out and repointing main walls, \$1,081; slate treads, \$215; enlarging Trachoma building, \$2,546.47; trades schools and supplies, \$753.62.

The maintenance appropriation was \$188,000, the special appropriation \$4,000, the reappropriation \$4,596.09, making a total of \$196,596.09.

During the year covered by this annual report, the affairs and management of the House of Refuge maintained by the Society for the Reformation of Juvenile Delinquents in the city of New York have been the subject of an exhaustive investigation, a full report of which is appended to the report of the State Board of Charities for 1904. Since that report was made there have been few changes in the institution, the most important being the retirement of the superintendent, Mr. Omar V. Sage, which occurred June 1, 1904. The Board of Managers, recognizing the

importance of the position, deferred the appointment of a successor to Mr. Sage until they had carefully inquired into the qualifications of a large number of applicants, among whom were retired officers of the army and navy. They finally selected Mr. Joseph P. Byers, Warden of the Eastern State Penitentiary of Pennsylvania, Philadelphia, and formerly Secretary of the State Board of Charities of Ohio. He also served for a time as Superintendent of the Indiana State Reformatory.

The establishment, by chapter 718, of the Laws of 1904, of "The New York State Training School for Boys," a new State institution, indicates the ultimate intention on the part of the State to take under its own control the training of its delinquent wards. The new training school is to be located within fifty miles of New York city, on a suitable tract of not less than one thousand acres of land, and when the commission shall have chosen and secured the land, and the construction of the buildings begins, the mission of the House of Refuge on Randall's Island, so far as its present work is concerned, will approach its end.

The commitment of girls to this institution ceased on June 1, 1904, at the same time the law prohibited commitments to the State Industrial School at Rochester. The girls' department, however, still continues, and will be maintained until such time as the girls now in charge of the House of Refuge shall have earned their paroles. When this comes to pass, the girls' building will be occupied by the younger boys, and a better classification enforced in all the buildings than is at present possible.

Until "The New York State Training School for Boys" is in operation, it will be necessary to make ample provision for the health, comfort and discipline of those committed to the House of Refuge on Randall's Island. Many repairs are necessary in the buildings to protect the general health. The flooring requires renewal in some places; the roof and cornices on the south industrial building and on a part of the main building are very much out of repair; and many windows should have new sashes put in, that the boys may be comfortable in cold weather. A large number of repairs of this character should be provided for,

and whatever else is necessary to secure the general safety should receive attention.

The Board recommends for this institution the following appropriations, or so much thereof as may be necessary:

For extraordinary repairs and equipment, \$10,000; for maintenance, \$168,000; making the total appropriations recommended, \$178,000.

**SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED
CHILDREN, SYRACUSE, ONONDAGA COUNTY.**

[Established 1851.]

This institution has capacity for 546 inmates. The number of inmates October 1, 1903, was 540 and 89 were admitted during the year, making the total number under care 629. During the year 83 were discharged and 7 died, leaving 539 on the rolls of the institution October 1, 1904. The average number present during the year was 509, and the average weekly cost of support, including the value of home and farm products consumed, \$4.10; excluding this value, \$3.52.

The receipts during the year ending September 30, 1904, were: From cash balance at the close of the previous year, \$1,465.86; from special appropriations, \$5,985.66; from unexpended appropriations of former years, \$2,075.78; from general appropriations, \$90,500; from the sale of farm and garden produce, \$585.95; from labor of inmates, \$152.96; from counties, towns and cities, \$9,679; from individuals for the support of inmates, \$2,322.05; from sources not classified, \$91.32; total, \$112,858.58.

The ordinary expenditures during the year were: For salaries of officers and teachers, \$12,748.18; for wages and labor, \$24,446.59; for provisions, \$21,085.56; for household stores, \$3,815.07; for clothing, \$7,633.11; for fuel and light, \$14,102.97; for hospital and medical supplies, \$672.39; for transportation and traveling expenses, \$100.14; for shop, farm and garden supplies, \$5,084.53; for ordinary repairs, \$596.19; for expenses of managers, \$122.18; for remittance to State Treasurer, \$12,831.28; for all other ordinary expenses, \$2,804.58; total, \$106,042.77.

There was also expended for extraordinary repairs, \$5,666.01,

and for other extraordinary expenses, \$319.65, making the total expenditures for the year, \$112,028.43. There was no indebtedness and the assets were: balance in cash, \$830.15; due from counties, towns and cities, \$830; due from individuals, \$330.83; by chapter 599 of the Laws of 1903, \$781.09, a total of \$2,772.07.

Of the expenditures for maintenance during the year 39.9 per cent. was for salaries, wages and labor, 22.7 per cent, for provisions, 4.1 per cent. for household stores, 8.2 per cent. for clothing, 15.1 per cent, for fuel and light, .7 of 1 per cent, for hospital and medical supplies, .1 of 1 per cent. for transportation and traveling expenses, 5.5 per cent, for shop, farm and garden supplies, .6 of 1 per cent. for ordinary repairs, .1 of 1 per cent. for expenses of managers, and 3 per cent. for all other expenses.

Chapter 728, Laws of 1904 (appropriation bill), appropriated for maintenance, \$80,000.

Chapter 729, Laws of 1904, (supply bill), appropriated from the money paid into the treasury of the State under section thirty-seven of the State finance law, for maintenance, \$12,000. This chapter also reappropriated from the unexpended balances under chapter 410, Laws of 1902, for renewing laundry machinery, et cetera, \$125.50; under chapter 594, Laws of 1902, for Sloyd teacher and school, \$165.57.

Chapter 652, Laws of 1904 (special act), appropriated for continuing plumbing improvements, including shower baths, \$3,500; repairs and equipment, \$1,000.

The maintenance appropriation was \$92,000, the special appropriation, \$4,500, the reappropriation \$291.07, making a total of \$96,791.07.

No important changes have been made in the educational methods of this institution during the year. The continuance of instruction in Sloyd has proven satisfactory, and many of the boys have acquired a fair degree of dexterity in the use of tools.

An effort has been made to remove the older inmates. Many of the women have been sent to the Newark and Rome State custodial asylums. The same disposition was also made of a number of the young men who have passed the time of profitable training in this school, which is approaching more and more to its original

purpose, the training of children of feeble mind. The mingling of the custodial with the educational at the Syracuse State school has been unfortunate. Efforts to abolish the custodial feature should be continued until the institution become strictly a school for feeble-minded children.

The only changes in the buildings since the last report have been in connection with the ventilation of the class rooms. This has been greatly improved, but the old main building requires a system of ventilation which will insure pure air in all the rooms at all hours. To install this will be expensive, but ultimately it should be done.

The general health of the inmates has been good during the year, although there were outbreaks of contagious diseases from time to time. It has been noticed for a number of years past that these outbreaks occurred periodically, but so far it has been impossible to determine the cause. All the milk is produced on the Fairmount farm, the water is from the mains which supply the city of Syracuse, and the drains are connected with the city sewer system. The repairs to the plumbing which have been made in late years have not been sufficiently extensive, and all the older portions should be taken out and modern plumbing substituted.

The work upon the Fairmount farm has been done by inmates as heretofore, under the supervision of an officer of the institution. It is a question whether it is wise to maintain a colony of feeble-minded men on this farm, where there must be more or less contact between them and the younger pupils of the school, as well as with outsiders. In the opinion of this Board, as heretofore expressed, it would be better to send all who pass the period when further instruction will prove profitable, to the State Custodial Asylum at Rome, and if the farm is to be retained have the work supervised by responsible paid employes who can train the younger inmates in such work.

A part of the steam heating plant requires renewal. This work should be completed at an early date, and the continuance of the extraordinary repairs such as new floors and steel ceilings in various parts of the buildings be provided for. It is necessary that there be shower baths for all parts of this institution. The

unexpended appropriation for plumbing is sufficient to extend the improvements to the boys' building only; and the main building, hospital, south wing, and probably the north wing, will have to be provided for.

The Board recommends for this institution the following appropriations or so much thereof as may be necessary:

For extraordinary repairs and equipments, \$4,000; for the continuance of improvements in the plumbing and to provide shower baths, \$10,000; making the special appropriations approved of, \$14,000; for maintenance, \$84,000; making the total appropriations recommended, \$98,000.

**STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED WOMEN,
NEWARK, WAYNE COUNTY.**

[Established 1878.]

This asylum has capacity for 531 inmates. The number of inmates October 1, 1903, was 515, and 63 were admitted during the year, making the total number under care 578. During the year 25 were discharged and 4 died, leaving the number present October 1, 1904, 549. The average number during the year was 533, and the average weekly cost of support, including the value of home and farm products consumed, \$2.36; excluding this value, \$2.18.

The receipts during the year ending September 30, 1904, were: From cash balance at the close of the previous year, \$1,318.46; from special appropriations, \$13,911.91; from unexpended appropriations of former years, \$300; from general appropriations, \$60,000; from all other sources, \$82.88; total, \$75,613.25.

The ordinary expenditures for the year were: For salaries of officers and employes, \$25,415.61; for provisions, \$16,152; for household stores, \$3,147.93; for clothing, \$2,802.61; for fuel and light, \$6,893.09; for hospital and medical supplies, \$672.28; for shop, farm and garden supplies, \$1,923.17; for ordinary repairs, \$351.68; for expenses of managers and officers, \$278.85; for remittance to State Treasurer, \$82.88; for all other ordinary expenses, \$2,788.11; total ordinary expenditures, \$60,508.21.

The extraordinary expenditures were \$13,911.91, of which \$10,-

415.28 was for buildings and improvements, \$2,422.18 for extraordinary repairs, and \$1,074.45 for all other extraordinary expenses, making the total expenditures for the year, \$74,420.12, and leaving as balance in cash at the close of the fiscal year, \$1,193.13. The outstanding indebtedness was \$176.71 for unpaid bills and the only asset was the balance in cash.

Of the expenditures for maintenance during the year, 42.1 per cent. was for salaries, wages and labor, 26.7 per cent. for provisions, 5.2 per cent. for household stores, 4.6 per cent. for clothing, 11.4 per cent. for fuel and light, 1.1 per cent. for hospital and medical supplies, 3.2 per cent. for shop, farm and garden supplies, .6 of 1 per cent. for ordinary repairs, .5 of 1 per cent. for expenses of managers and officers, and 4.6 per cent. for all other ordinary expenses.

Chapter 728, Laws of 1904 (appropriation bill), appropriated for maintenance and for other necessary expenses, \$62,000.

Chapter 726, Laws of 1904 (special act), appropriated for renewing plumbing in buildings, \$2,500; new pig pen to replace one destroyed by fire, \$600; grading around cottages F and G, building B and boiler house, and fitting and equipping grounds for clothes drying at cottage G, \$1,000; repairs and equipment, \$1,500.

Chapter 729, Laws of 1904 (supply bill), reappropriated from the unexpended balances under chapter 428, Laws of 1902, for the purchase of land for sewage disposal plant, \$4,000; new cottage dormitory, \$27,973.65.

The maintenance appropriation was \$62,000, the special appropriation \$5,600, the reappropriation \$31,973.65, making a total of \$99,573.65.

The opening of cottage F during the year has again enlarged the capacity of the institution. Cottage G, now under construction, is intended to accommodate 60 inmates, and will, when opened, permit a still more satisfactory classification of the inmates in all the cottages. The pressure in behalf of the feeble-minded women in this State who need custodial care is so great that this institution should be enlarged to its proposed maximum capacity at as early a date as possible. There are many feeble-

minded women of child bearing age in the almshouses, and many others are in the Syracuse State Institution for Feeble-Minded Children. All of these should be transferred to the Custodial Asylum. The adult feeble-minded are manifestly out of place in an institution of an educational character, and should not be permitted by their presence to deprive the young of an opportunity for education. The erection of three additional cottages with a capacity of sixty each should be provided for at this time. This will afford an opportunity for the transfer of the feeble-minded women from the Syracuse school, and for a more logical grouping of the feeble-minded than is at present possible.

Under the law feeble-minded women are now maintained in this custodial asylum only during the child bearing period, after which they are discharged to the counties from whence they came, and in most instances immediately enter an almshouse. In some cases county superintendents of the poor secure the transfer directly from the custodial asylum at Newark to the Rome State Custodial Asylum, but in others the women are either maintained in the almshouses permanently or are eventually sent to the Rome institution.

The maintenance of men and women of the feeble-minded type in the same institution is frequently subversive of discipline, at times gives rise to scandal, and always complicates the problems of management. In one almshouse recently such a scandal and abuse of a feeble-minded woman has resulted in an indictment. If the Newark Custodial Asylum for Feeble-Minded Women were enlarged so as to take under its care and retain permanently all women of this class who require custodial restraint, the problem of State care of the feeble-minded would be simplified. The Rome State Custodial Asylum could then be devoted solely to the care of the idiotic and feeble-minded men and boys. The buildings now standing and others to be provided would give opportunity for such changes in classification there as would prove of decided benefit. The farm lands could be added to, and colony life in a restricted form be made a prominent feature. As all the feeble-minded women would then be in the Newark asylum, they would have the care of female attendants and officers, and it would be

possible to extend industrial occupations and make the home products a considerable factor in the yearly maintenance.

The State Board of Charities earnestly recommends, therefore, that this institution be enlarged to its maximum capacity as soon as possible, and that there be transferred to it all the feeble-minded women who are now in any of the public institutions.

The electric light machinery for the asylum is insufficient for all the work required of it. A new building will shortly be opened, which will add to the present difficulty, and it is therefore necessary that an auxiliary dynamo and engine be installed so that there may be ample electric light for the institution and grounds.

During the year the asylum has completed the pipe line for its own water supply from springs. These have sufficient flow to give pure water for all purposes. The Newark City Water Company, however, owns the mains and pipes within the grounds of the institution, and it will be necessary to provide by an appropriation for their purchase, and also for the construction of a pump house, a covering for the springs, and a new fire pump.

The increase of laundry work due to the addition to the population has reached a point where the present laundry machinery is not sufficient to accomplish that work quickly and properly. While much of the laundering is done by hand, a great deal of it must necessarily pass through machines, and the facilities should therefore be increased.

Many yards of cement walks between buildings have been laid. These add to the comfort of the inmates, and are used for exercise every day. In winter they afford the only places whereon daily exercise in the open air can be safely taken. The system of cement walks should be extended, and there should also be some additional grading and road making.

The three new cottages which are recommended for construction this year will require furnishing. An appropriation should cover this need, that no delay may be experienced at the time of opening.

In addition to the special needs above enumerated, there are some extraordinary repairs and equipments for which provision

should be made, and for this purpose a small appropriation will be necessary.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For three new cottage dormitories, to be built upon the general plans of the "G" cottage, \$84,000; for furnishing the same, \$9,750; for an auxiliary electric light unit, dynamo and engine, and for installing the same, \$3,500; for purchase of the rights of the city water company of Newark to the mains and piping within the grounds of the institution, \$1,000; for construction of pump house, covering for springs, and new fire pump, \$2,000; for new laundry machinery, \$3,000; for cement walks and for roads and grading, \$1,500; for extraordinary repairs and equipment, \$1,500; making the special appropriations recommended, \$106,250; for maintenance, \$70,000; making the total appropriations recommended, \$176,250.

THE ROME STATE CUSTODIAL ASYLUM, ROME, ONEIDA COUNTY.

[Established 1893.]

The asylum has at present capacity for 750 inmates. The number of inmates October 1, 1903, was 637, and 148 were admitted during the year, making the total number under care 785. Of these 63 died and 11 were discharged, thus leaving 711 present October 1, 1904, of whom 459 were males and 252 females. The average number during the year was 683, and the average weekly cost of support, including the value of home and farm products consumed, \$2.78; excluding this value, \$2.50.

The receipts during the year were: From cash on hand at the beginning of the year, \$738.77; from special appropriations, \$31,852.93; from general appropriations, \$90,700; from all other sources, including \$19.58 from sale of farm and garden produce and \$95.75 from individuals for the support of inmates, \$136.76; total, \$123,428.46.

The ordinary expenditures were: For salaries of officers, wages and labor, \$37,336.68; for provisions, \$21,890.69; for household

stores, \$3,576.34; for clothing, \$5,063.73; for fuel and light, \$11,833.26; for hospital and medical supplies, \$449.40; for shop, farm and garden supplies, \$5,268.62; for ordinary repairs, \$664.55; for expenses of managers, \$582.77; for remittance to State Treasurer, \$136.76; for all other ordinary expenses, \$2,023.48; total, \$88,826.28.

The total extraordinary expenditures were \$31,852.93 for buildings and improvements, making the aggregate expenditures for the year \$120,679.21, and the cash on hand October 1, 1904, \$2,749.25.

Of the expenditures for maintenance 42.1 per cent. was for salaries, wages and labor, 24.7 per cent. for provisions 4 per cent. for household stores, 5.7 per cent. for clothing, 13.3 per cent. for fuel and light, .5 of 1 per cent. for hospital and medical supplies, 5.9 per cent. for shop, farm and garden supplies, .8 of 1 per cent. for ordinary repairs, .7 of 1 per cent. for expenses of managers, and 2.3 per cent. for all other ordinary expenses.

Chapter 728, Laws of 1904 (appropriation bill), appropriated for maintenance, \$95,000.

Chapter 727, Laws of 1904 (special act), appropriated for ward building J, having capacity for one hundred men, \$38,000; overhauling steam plant in old buildings and installing new trap and removing pressure from return line, \$2,000; oil eliminator for main pump exhaust, \$100; tank governor, repairing leak in pump pit, vent connections to tank, and pressure governors for feed pumps, \$200; replacing useless suction line to fire pump, \$700; water pipe and hydrant for piggery and henhouse, \$250; extending water line to barn and slaughter house, \$300; addition to laundry, \$6,000; wiring in cottages C, D and E, \$2,600; repairs and equipment, \$3,500.

Chapter 729, Laws of 1904 (supply bill), reappropriated the unexpended balances under chapter 427, Laws of 1902, for vegetable storehouse, \$1,200; mortuary building, \$1,746.88; ice pond, \$456.80; fruit and shade trees, \$500.

The maintenance appropriation was \$95,000, the special appropriation \$53,650, the reappropriation \$3,903.68, making a total of \$152,553.68.

The enlargement of this institution is necessary. The work provided for under chapter 572 of the Laws of 1903, which made sundry appropriations for improvements and repairs, has been under contract during the year and is now completed. This has afforded opportunity for the reception of a number of inmates from almshouses in the State, and also for the transfers from the Syracuse State Institution for the Feeble-Minded, and the State Custodial Asylum for Feeble-Minded Women at Newark. The transfers from the Syracuse State School have opened that institution to many young children of the feeble-minded class who otherwise would have been unable to enter. The transfers from the custodial asylum at Newark have only made a change from one custodial institution to another, and it is a question whether such transfers are profitable.

The enlargement of these institutions should keep pace with the demands for admission, and the institution at Rome should be devoted solely to feeble-minded males needing custodial care. This would involve the enlargement of the Newark custodial asylum for feeble-minded women, and the transfer to it of all female inmates of the Rome asylum. This may require a change in the laws relating to these institutions. As the Newark asylum is intended for the protection of feeble-minded women, there is no good reason why it should not retain permanently all who require care. All feeble-minded women needing custodial care should be under the care of women.

The distribution of the feeble-minded into institutions, each of which receives one sex only, is a better way to care for them than to have men and women in the same asylum. The principle of classification is most successful for the feeble-minded when the sexes are entirely separated, and this Board recommends that the laws governing these two institutions be changed so that hereafter all women of the feeble-minded type, needing custodial care, be sent to the Newark asylum; and the Rome custodial asylum be reserved for males.

There is urgent need of a hospital for inmates suffering from acute attacks of disease. This asylum is so large, and its inmates are of such a character, that a hospital sufficient for at least

fifty patients and their attendants is a necessity. The sick have now no special accommodations. They receive attention in the general dormitories, where the air is vitiated, where quiet cannot be maintained, and where it is difficult to administer to their needs with certainty and safety. There is no proper place even for surgical work, and under these circumstances every operation is unnecessarily dangerous.

The need of a building for employes has been presented in previous annual reports. Such a building would permit the use of the space now assigned to attendants to be set apart for inmates in the present dormitory buildings, and at the same time it would afford employes a needed relief from constant association with the idiotic. The strain upon the nerves, due to this association, together with the responsibility involved, is great in any case, but in time becomes unbearable unless opportunities for relief are afforded.

An appropriation was made by chapter 727 of the Laws of 1904, for one-half of ward building "J," to accommodate one hundred inmates, but the amount was insufficient to build such a dormitory according to the plans prepared, and an additional appropriation of \$15,000 will be necessary.

There is pressing need for a small cottage building for the use of the engineer in charge of the machinery. He should be within call day and night, but at the present time there are no accommodations for him nearer than Rome, two miles away. It is recommended that a small farm of sixty acres, which adjoins the State land, and on which there are two good cottages, be purchased. This will afford a residence on the grounds for the engineer, and as the cost of a cottage to be built for him would be at least \$2,500 and the land and cottages can be purchased for \$4,000, it will be economy to secure this tract and use the land for garden purposes.

The methods of sewage disposal have been sufficient up to the present time. The enlargement of the institution has now made it necessary that sewage filtration beds be provided to prevent complaints from neighbors and to secure the proper disposition of the wastes. These beds will require about two acres of land, and should be made after the plan of those at Craig Colony.

The labor of the inmates has been utilized during the year in grading. This work should be continued, and all ditching, draining, and grading be done in this economical way.

The institution has reached a point where it is necessary to add another boiler to the present battery. There is room in the boiler house for this. As a new building is provided for and will soon be erected, and as the present boiler capacity is sufficient only for the buildings now in use, the additional boiler should be installed during the summer of 1905.

A large amount of extraordinary repairs should be undertaken at once to protect the property and to finish work left unfinished under contracts. None of the interior walls of the new buildings were ever painted, the plaster is disintegrating in many places, and the walls are dirty. The kitchen and dining room building has been in service five years without painting, and the ward buildings "F," "G," and "B" have also been in service for a long time. Provision should be made for this painting and for the other extraordinary repairs and equipment.

The barn accommodation is inadequate. The institution needs an additional daily supply of milk, but there is no place to house the stock. It has been found at this institution that the cost of milk purchased is twice that produced on the farm. It will be economical to provide ample barn room and keep more stock. This is especially necessary as a portion of the population require a milk diet.

The serving room in connection with the kitchen and dining room should have a tile floor. Although this building has been in use but little over five years, the floor in the serving room is badly decayed. The floor is of Georgia pine, but no wood can stand the service required in this particular place. A tile floor is therefore recommended.

The Board recommends for this institution the following appropriations or so much thereof as may be necessary:

For an employes' building to accommodate one hundred, \$45,000; for completing one-half of ward building "J," to accommodate one hundred inmates, in addition to the appropriation made by chapter 727 of the Laws of 1904, \$15,000; for a hospital for

fifty patients, \$25,000; for the purchase of sixty acres of land adjoining the institution grounds on the east, \$4,000; for sewage filtration beds, \$2,000; for ditching and draining, \$1,000; for boiler and connections, \$3,000; for extraordinary repairs and equipments, \$2,500; for painting, \$4,000; for additional barn accommodations, \$4,000; for farm stock and utensils, \$2,500; for tile floor in serving room, \$1,000; making the special appropriations recommended, \$109,000; for maintenance, \$110,000; making the total appropriations recommended, \$219,000.

CRAIG COLONY FOR EPILEPTICS, SONYEA, LIVINGSTON COUNTY.

[Established 1894.]

The Colony has at present capacity for 900 inmates. The number of inmates October 1, 1903, was 831, and 177 were admitted during the year, making the total number under care 1,008. Of these 63 were discharged and 47 died, thus leaving 898 present October 1, 1904, of whom 513 were men and boys and 385 women and girls. The average number present during the year was 837, and the average weekly cost of support, including the value of home and farm products consumed, \$3.74; excluding this value, \$3.27.

The receipts during the year ending September 30, 1904, were: From special appropriations, \$97,516.92; from general appropriations, \$146,500; from the sale of farm and garden produce and miscellaneous sales, \$2,919.31; from counties, towns and cities, \$7,464.45; from individuals for the support of inmates, \$3,138.59; from refunds, \$68.36; total, \$257,607.63.

The ordinary expenditures were: For salaries of officers, wages and labor, \$60,612.47; for provisions, \$34,720.07; for household stores, \$6,926.31; for clothing, \$8,702.36; for fuel and light, \$16,740.81; for hospital and medical supplies, \$2,304; for transportation and traveling expenses, \$77.96; for shop, farm and garden supplies, \$6,336.09; for ordinary repairs, \$1,217.98; for expenses of managers, \$1,028.75; for remittance to State Treasurer, \$13,522.35; for all other ordinary expenses including pay-

ment of an over-draft of \$655.17 the preceding year, \$4,300.63; total, \$156,489.78.

The extraordinary expenses were: For buildings and improvements, \$83,405.74; for extraordinary repairs, \$2,952.55; for all other extraordinary expenses, \$11,158.63; total, \$97,516.92, making the aggregate expenditures for the year, \$254,006.70, and leaving a cash balance of \$3,600.93 at the close of the year.

The assets October 1, 1904, were the balance in cash, \$3,600.93, and \$1,070.48 due from counties, cities and towns for clothing; total, \$4,671.41.

Of the expenditures for maintenance 42.6 per cent. was for salaries, wages and labor, 24.4 per cent. for provisions, 4.9 per cent. for household stores, 6.1 per cent. for clothing, 11.8 per cent. for fuel and light, 1.6 per cent. for hospital and medical supplies, 4.4 per cent. for shop, farm and garden supplies, .9 of 1 per cent. for ordinary repairs, .7 of 1 per cent. for expenses of managers, and 2.6 per cent. for all other ordinary expenses, including a small outlay for transportation and traveling expenses.

Chapter 728, Laws of 1904 (appropriation bill), appropriated for the maintenance of the institution, \$135,000.

Chapter 729, Laws of 1904, (supply bill), appropriated from the money paid into the treasury of the state under section thirty-seven of the state finance law, for maintenance \$15,000. This chapter also reappropriated the unexpended balances under chapter 425, Laws of 1902, for additional dormitories, \$37,213.30; bridge across Kishaqua creek, et cetera, \$2,525.55; furnishing cottages and dormitories, \$3,750.48; furnishings for dormitories, \$5,000; laundry machinery, \$925; sheds for sheep, \$1,000.

Chapter 730, Laws of 1904 (supplemental supply bill), appropriated for payment to Olmstead Brothers for services in making plans and laying out grounds for the colony, \$721.81.

Chapter 722, Laws of 1904 (special act), appropriated for conduit and piping from Peterson hospital and heating system in Pathological building, \$300; medical and scientific books, apparatus and instruments for laboratory and hospital, \$2,500; two cottages for employes, \$3,000; brick bake oven for a population

of two thousand, \$1,500; material for apparatus and labor for road construction, walks, grading and planting, \$6,000.

The maintenance appropriation was \$150,000, the special appropriation \$14,021.81, the reappropriation \$50,414.33, making a total of \$214,436.14.

During the fiscal year ending September 30, 1904, the most important additions to the buildings of the colony were the two large wing extensions to the infirmaries. Prior to their occupation the population for two years had been at a standstill for lack of room to accommodate patients. Thus, on October 1, 1902, the inmate population was 826, and on the same date, 1903, it was 831. On October 1, 1904, however, the population had increased to 898, of whom 513 were males and 385 females, a substantial increase due entirely to the completion of the two infirmary wings.

Besides these buildings, two additional cottages for the Villa Flora group are under way and rapidly approaching completion. When these are occupied the total inmate population will approximate 1,000. The approved applications on file in the office of the superintendent, show that there are at present several hundred other epileptics for whom provision should be made by the State. The State Board of Charities therefore recommends that dormitory provision be made at this time for at least 100 more patients. These dormitories, when completed, would, to that extent, relieve the pressure for admission. As the methods for the care and treatment of patients become more widely known, the requests for admission are more and more strongly urged by the friends and relatives of the afflicted patients.

It has been found that at least one-half of all applications for admission to the colony are made for patients whose condition requires custodial rather than curative treatment. The two infirmaries are mainly devoted to this class, and the cottages to patients for whom there is hope of beneficial changes under a proper regimen.

The State Board of Charities is convinced that there should be a wider separation between these two great classes of patients, and that those for whom custodial care is substantially all that

can be done should be removed to a distant part of the colony grounds where they may be completely isolated from the grounds and buildings allotted to the hopeful cases. The wholly incurable custodial class of patients would then receive as now all the medical attention required, and have no injurious influence upon the other patients.

For their housing it has been suggested heretofore that wooden buildings of an inexpensive character should be provided, at a per capita expenditure of not to exceed \$250. This provision for separation would not in any way interfere with the general work of the colony, for these patients could be supervised at any place on the colony lands by the general staff, and the patients would as now receive all the benefits of the humane and scientific treatment which the law contemplated when it established the colony.

During the year the roads have been improved very much, but the necessity for an extension of the roads and walks continues pressing. Much can be done by the able-bodied patients, but an appropriation for tools and material for road making is necessary. The Legislature of 1904 appropriated \$6,000 for good roads on the colony lands, and a mile of excellent roadway has been built for this amount, in addition to much grading and walk making. About six miles of roadways are laid out in the colony grounds, besides the walks to and around the several groups of buildings, and these roads and walks should be made as soon as possible.

The colony has now 66 buildings, some old, and others comparatively new, but it is necessary that all of them be kept in good repair. To neglect such work even for a single year usually means that the cost of making the repairs will be increased finally at least fifty per cent. Delay is therefore unwise and short sighted. Some of the buildings have not been repaired or painted in seven years, and it would be well to make provision for this purpose. Since its foundation the colony has annually received an appropriation of about \$5,000 for extraordinary repairs and equipment, but no appropriation was made for this purpose last year.

The educational work of the colony has made some progress

during the year. The addition of patients capable of receiving profitable instruction makes the present school rooms inadequate. At the present time there are 75 epileptic girls attending school in a building in which 40 patients live. In consequence the pupils in the two class rooms in the building are annoyed by disturbances on the part of other patients, and the constant noise in the cottage interferes with the school work. This condition is very unsatisfactory to both teachers and pupils.

The construction of a school and industrial building for the women would solve the educational problem to a considerable extent. At the present time a number of the patients are employed in sewing, and make practically all the clothing worn by the female patients. In addition they do a large amount of repair work; but as all this has to be done in a building constantly occupied by other patients it is frequently interrupted and the work retarded. At least one hundred epileptic girls could be employed in the school and work rooms if there was a building provided for their needs.

The colony has had a number of cottages provided for employes, and this plan of giving more of a home life to employes has secured the services of a more competent class of help than could be obtained without such provision for the accommodation of their families. The extension of the system will give to more of the employes the home associations and opportunities which are desirable. These small cottages are not expensive, and have proved an attraction for many married men and women who otherwise could not have been induced to work for the colony.

The addition of new buildings to the colony groups makes the enlargement of the power house essential. The concentration of the heating system of the colony has been in contemplation for several years, and the possibility of a more economical method of heating than is at present in use has been carefully studied. It is estimated that by the construction of a brick conduit connecting the women's group with the power house, and another connecting the buildings of the Village Green with one another but not with the power house at this time, the State will be saved between four and five thousand dollars a year in the cost

of coal consumed. Besides this more economical method of heating, the concentration of the heating equipment under one roof and under the supervision of a corps of skilled employes will be more convenient and promote greater safety.

The scientific study of epilepsy, especially in relation to the etiology of the disease, is one of the most important functions of the staff. The laboratory put up for pathological research is too small to permit to the medical staff the full use of the opportunities for investigation which the colony presents. An enlargement of the building is necessary, and an appropriation will enable the pathologist and medical staff to continue effective researches which must prove of inestimable value to the work.

The ice house near Willow pond is far too small to house the necessary supply of ice for the present population. It was built eight years ago, and is in need of extensive repairs. It is advisable to put up a new building of a size sufficient to meet the requirements of the future.

The State Board of Charities recommends for this institution the following appropriations or so much thereof as may be necessary:

For new dormitories for 100 patients, including heating, plumbing and electric lighting, \$45,000; for furnishing, \$5,000; for enlarging the power house, for building a brick conduit 4x5 feet, 1,750 feet long, for raising Kishaqua creek bridge 2½ feet, and for other work necessary to heat the women's group from the power house, and for a conduit to connect the four buildings on the Village Green one with another but not with the power house at this time, \$22,950; for roads, walks, grading, and planting, \$10,000; for four cottages for employes, similar in cost and type to those heretofore erected, \$6,000; for a school and industrial building in the women's group, \$12,000; for an addition to the pathological laboratory building, \$2,500; for hospital and laboratory instruments, books and equipment, \$2,500; for a new ice house near Willow pond, \$2,000; for general repairs and equipment, \$5,000; making the special appropriation recommended, \$112,950; for maintenance, \$165,000; making the total appropriations approved of, \$277,950.

**NEW YORK STATE SOLDIERS AND SAILORS' HOME, BATH,
STEUBEN COUNTY.**

[Established 1878.]

This institution has capacity for 1,950 inmates. The number of members October 1, 1903, was 1,718, exclusive of 358 enrolled but absent; the admissions during the year were 1,106; total for the year, 3,182. There were 825 discharged and dropped out during the year; 165 died and 400 were absent; thus leaving at the close of the year 1,792 actually in the institution, and a total enrollment of 2,192.

The average number present during the year was 1,785, and the average weekly cost of support, including the value of home and farm products consumed (estimated), \$2.69; excluding this value, \$2.56.

The total receipts of the institution for the fiscal year ending September 30, 1904, were: Cash balance of the previous year, \$39,533.57; from special appropriations, \$28,040.00; from unexpended appropriations of former years, \$1,527.63; from general appropriations, \$242,000; from miscellaneous sales, \$842.11; total, \$311,943.31.

The ordinary expenditures were: For salaries of officers, wages and labor \$74,357.82; for provisions, \$85,540.70; for household stores, \$5,435.12; for clothing, \$17,605.25; for fuel and light, \$35,832.43; for hospital and medical supplies, \$4,043.50; for transportation and traveling expenses, \$591.45; for shop, farm and garden supplies, \$6,765.52; for ordinary repairs, \$1,014.05; for expenses of trustees, 461.95; for remittance to State Treasurer, \$842.11; for all other ordinary expenses, \$6,076.12; total, \$238,566.02.

The extraordinary expenditures were \$44,218.10 for buildings and improvements, making the aggregate expenditures for the year \$282,784.12, and leaving a cash balance of \$29,159.19 at the close of the fiscal year

Of the expenditures for maintenance during the year, 31.3 per cent. was for salaries, wages and labor; 36 per cent. for provisions; 2.3 per cent. for household stores; 7.4 per cent. for clothing; 15.1 per cent. for fuel and light; 1.7 per cent. for hospital and medical

supplies; .2 of 1 per cent. for transportation and traveling expenses; 2.8 per cent. for shop, farm and garden supplies; .4 of 1 per cent. for ordinary repairs; .2 of 1 per cent. for expenses of trustees; 2.6 per cent. for all other ordinary purposes.

Chapter 728, Laws of 1904 (appropriation bill), appropriated for maintenance and for the transportation of applicants for admission, \$235,000.

Chapter 730, Laws of 1904 (supplemental supply bill), appropriated to supply deficiency in the maintenance account for the year ending September thirtieth, 1904, \$7,000; and for urgent repairs to steam heating plant, \$6,115.

Chapter 729, Laws of 1904 (supply bill), reappropriated from the unexpended balances under chapter 584, Laws of 1903, for the purchase of ten acres of land adjoining the old cemetery, and grading the same, \$1,527.63.

Chapter 658, Laws of 1904 (special act), appropriated for plumbing repairs at barracks A, \$1,500; plumbing repairs at barracks B, \$1,000; for plumbing repairs at barracks C, \$1,500; spray baths for hospital and convalescent barracks, \$500; conduit from hospital to barracks G, with piping, \$2,550; conduit from boiler house to quartermaster's building, with piping, \$400; conduit from quartermaster's store to laundry, with piping, \$500; relaying tile duct, with piping, from laundry to outside toilet room, \$150; overhauling and repairing laundry engine, \$150; hot water heater for general bathroom, \$300; additional heating coils in main bathroom, \$150; replacing worn-out coils in barracks G, \$275; additional radiators in chapel, \$100; fire hose, \$250; setting and connecting existing engine, pumps, pipe cutting machine and lathe, with shafting, \$750; metallic drying room in main laundry, \$1,100; addition to hospital kitchen, with dish washing and cold storage accommodation to provide for new convalescent barracks, \$1,650; work-horse stable and wagon shed, \$3,300; morgue, \$1,800; repairs and equipment, \$4,000.

The maintenance appropriation was \$242,000, the special appropriation \$28,040, the reappropriation \$1,527.63, making a total of \$271,567.63.

All the appropriations made by the Legislature of 1904 have been or are being expended under contract. The work upon the reconstruction of the steam plant has continued, and many repairs of a general nature were made during the past year.

The opening of the new convalescent hospital was of great advantage to all the other barracks, for it permitted the transfer to this new building of many members whose enfeebled condition made frequent medical services necessary. The transfers thus relieved the crowded condition of the older dormitories to a considerable extent, although as the pressure for admission has continued all the available room is now occupied.

The older hospital, which is exclusively for the treatment of bedridden patients, is filled, and in the new annex many of the walking patients are roomed. These, while feeble, are able to go to and from the dining rooms and wards in the new building. The main hospital has therefore also felt the benefit of the annex.

The segregation of patients suffering from tuberculosis would be an additional measure of relief. There are not less than 100 patients in this Home who are in various stages of pulmonary tuberculosis. The erection of a separate building for their care would not only relieve to some extent the congested condition of the hospital and barracks, but would safeguard other patients against the danger now incurred through enforced association with those suffering from a deadly communicable disease.

The necessity of a suitable disciplinary building for the temporary detention of men unable to care for themselves, and who may be in such condition that they cannot be safely placed in the dormitories, has been strongly urged for several years. The increasing population makes it absolutely essential that decent and comfortable quarters for those whose detention is desirable should be provided, and that the "Snug Harbor" be removed to a building with satisfactory sanitary conditions.

The alterations and improvements which have been under way for several years in the engineer's department have gone forward during the year, and should be carried to a speedy completion, so

that the power plant will be effective for all the needs of the Home, and be prepared for emergencies.

In an institution as large as the Soldiers' Home extraordinary repairs to buildings and improvements to the grounds are continually necessary. Much has been done to improve the grounds during the past year by the laying of good walks, but this work is not completed. It should be continued until sufficient walks are provided.

The building used as a bakery is no longer satisfactory. The oven is broken and cannot be properly repaired. It will be more economical to erect a new building, as recommended last year.

The necessity of an addition to the main kitchen and the installation of facilities for cold storage therein has been spoken of heretofore, and its economy shown. The growth of the institution makes this improvement more essential than ever, and it will be advisable to provide for it at an early date.

The Board recommends for this institution the following appropriations or so much thereof as may be necessary:

For a hospital for tuberculosis patients, \$30,000; for a house of detention and "Snug Harbor," \$2,800; for constructing a building for bakery, \$5,500; for an addition and cold storage at main kitchen, \$1,650; for general extraordinary repairs to buildings and improvements to grounds, \$10,000; for constructing a carriage house and stable for headquarters, \$2,500; for alterations and improvements in the engineer's department, \$6,350; for cement walks, \$1,000; for concrete bottom repairs and to keep surface water out of the reservoir, \$668; making the special appropriations recommended, \$60,468; for maintenance, \$250,000; making the total appropriations recommended, \$310,468.

**NEW YORK STATE WOMAN'S RELIEF CORPS HOME,
OXFORD, CHENANGO COUNTY.**

[Established 1894.]

The Home has capacity for 200 inmates. The number of inmates present October 1, 1903, was 150 and 60 were admitted during the year, making the total number under care 210. During the year 19 died and 58 were discharged, leaving 133 inmates

October 1, 1904, of whom 32 were men and 101 women. The average number for the year was 143, and the average weekly cost of support, including the value of home and farm products consumed \$4.02; excluding this value, \$3.72.

The receipts for the year ending September 30, 1904, were: From cash on hand at the beginning of the year, \$962.85; from special appropriations, \$33,302.48; from general appropriations, \$27,800; from sale of farm and garden produce, \$268.40; total, \$62,333.73.

The ordinary expenditures during the year were: For salaries of officers, \$1,500; for wages and labor, \$7,973.34; for provisions, \$5,987.05; for household stores, \$790.31; for clothing, \$817.78; for fuel and light, \$6,391.09; for hospital and medical supplies, \$1,079.00; for shop, farm and garden supplies, \$1,471.24; for ordinary repairs, \$13.60; for expenses of managers, \$820.61; for remittance to State Treasurer, \$268.40; for all other ordinary expenses, \$801.78; total, \$27,914.20.

The extraordinary expenditures are reported as \$33,253.30 for buildings and improvements, making the total ordinary and extraordinary expenditures for the year, \$61,167.50, and leaving \$1,166.23 as balance in cash at the close of the fiscal year. There was no outstanding indebtedness.

Of the expenditures for maintenance, 34.3 per cent. was for salaries, wages and labor, 21.7 per cent. for provisions, 2.8 per cent. for household stores, 2.9 per cent. for clothing, 23.1 per cent. for fuel and light, 3.9 per cent. for hospital and medical supplies, 5.3 per cent. for shop, farm and garden supplies, .1 of 1 per cent. for ordinary repairs, 3 per cent. for expenses of managers, and 2.9 per cent. for all other ordinary expenses.

Chapter 728, Laws of 1904 (appropriation bill), appropriated for maintenance, \$29,000.

Chapter 730, Laws of 1904 (supplemental supply bill), appropriated to supply deficiency in the maintenance account for the fiscal year ending September thirtieth, 1904, \$1,000.

Chapter 720, Laws of 1904 (special act), appropriated for tank for hot water heating in laundry, \$200; summer line in conduit,

\$500; alterations in kitchen to accommodate bakery, \$450; repairs and equipment, \$1,000.

Chapter 729, Laws of 1904 (supply bill), reappropriated the unexpended balances under chapter 433, Laws of 1902, for additional boiler connections, \$1,301.45; cottage D, \$9,412.57; covering steam pipes, \$793; flagging, grading and planting trees, \$706.35; extension of laundry, \$65.50; musical and literary entertainment, \$73.95; painting and repairs, \$64.40; miscellaneous, \$251.02.

The maintenance appropriation was \$30,000, the special appropriation \$2,150, the reappropriation \$12,668.24, making a total of \$44,818.24.

The new cottage provided for by chapter 433 of the Laws of 1902 was completed and accepted in July, 1904. The furniture had arrived previous to that time, and immediately thereafter the work of placing it began. The occupancy of this building permits the reception of an additional number of inmates. The number, however, has not increased during the year over the number reported in October, 1903. At that time there were 150 inmates in the Home; on October 1, 1904, there were only 133 persons under care.

The conduit for steam pipes and the repairs to the steam plant, which were provided for by the Legislature of 1904, have been contracted for, and the work thereon is being pushed, together with the construction of the retaining wall under the roadway near the laundry and power house, which was provided for by chapter 583 of the Laws of 1903.

It can be said that the general work of this institution has proceeded satisfactorily during the year. A new superintendent, Mrs. Eliza C. Owen, was appointed February 10, 1904, and she has continued the methods of administration heretofore approved.

The great need of the institution at this time is the enlargement of the lighting equipment and the construction of a conduit for all the electric wires. To increase the electric light plant an auxiliary engine and dynamo has been requested several times, and it is again recommended. This institution is dependent upon

its own resources, and must be prepared for emergencies. In case of a breakdown in its single dynamo or engine, the Home would be badly crippled. The present plant has been in continual use since October, 1896, and was never intended for so large an institution. When cottage D was put in commission it was necessary to cut out a part of the lights in the other buildings in order that lights could be provided for the new cottage. As another building will be required to complete the original plan of the institution, the present engine and dynamo are not sufficient to furnish the power. Arc lights also are needed on the grounds, and for all these purposes the auxiliary engine and dynamo is needed.

Among other improvements there should be telephone connection between the administration building and all the cottages. The present telephone system connects the office only with cottages A and C and the kitchen, but all the buildings should be so connected.

A storm corridor is needed between cottage C and the administration building. There is considerable travel between these buildings, and protection from storms, especially in the winter, should be given to both inmates and officers.

The Board recommends for this institution the following appropriations or so much thereof as may be necessary:

For one directly connected auxiliary engine and dynamo, with all connections, set up complete, \$3,500; for electric lights in grounds, \$250; for telephone connections between the administration building and cottages, and for storm corridor between cottage C and the administration building, \$110; for extraordinary repairs to buildings and outhouses, \$1,500; for making roads and grading, \$1,000; making the special appropriations recommended, \$6,360; for maintenance \$32,375; making the total appropriations recommended, \$38,735.

THOMAS ASYLUM FOR ORPHAN AND DESTITUTE INDIAN CHILDREN, IROQUOIS, ERIE COUNTY.

[Established 1875.]

The asylum has capacity for 140 inmates. The number present October 1, 1903, was 152. During the year 23 were received, 16 were discharged and transferred and two died, leaving a population October 1, 1904, of 157, of whom 59 were boys and 98 girls. The average number during the year was 155, and the average weekly cost of support, including the value of home and farm products consumed, \$3.78; excluding this value, \$3.28.

The receipts for the year ending September 30, 1904, were: From cash balance at the beginning of the year, \$545.61; from special appropriation, \$14,821.21; from general appropriations, \$26,000; from other sources \$10.60; total, \$41,377.42.

The ordinary expenditures were as follows: For salaries of officers, wages and labor, \$13,205; for provisions, \$3,431.41; for household stores \$983.95; for clothing \$1,204.58; for fuel and light \$3,936.51; for hospital and medical supplies, \$119.00; for transportation and traveling expenses, \$49.52; for shop, farm and garden supplies, \$1,454.56; for ordinary repairs, \$242.36; for expenses of managers, \$370.57; for remittance to State Treasurer, \$10.60; for all other ordinary expenses, \$1,439.02; total, \$26,447.08. The total expenditures were \$41,268.29, the additional \$14,821.21 being for improvements. The cash balance at the close of the year was \$109.13, and there was no outstanding indebtedness.

Of the expenditures for maintenance, 49.9 per cent. was for salaries, wages and labor, 13 per cent. for provisions, 3.7 per cent. for household stores, 4.5 per cent. for clothing, 14.9 per cent. for fuel and light, .5 of 1 per cent. for hospital and medical supplies, .2 of 1 per cent. for transportation and traveling expenses, 5.5 per cent. for shop, farm and garden supplies, 1 per cent. for ordinary repairs, 1.4 per cent. for expenses of managers, and 5.4 per cent. for all other ordinary expenses.

Chapter 728, Laws of 1904 (appropriation bill), appropriated for maintenance, \$27,000.

Chapter 644, Laws of 1904 (special act), appropriated for one one-hundred-fifty horse power boiler, \$2,500; resetting present eighty horse power boiler in new boiler house, \$500; resetting two water pumps, \$200; two feed pumps, \$400; return tank, \$100; resetting present electric unit in new engine room, \$200; new switch board and removing apparatus from present board, \$400; steam separator and oil eliminator, \$150; floors in boiler and engine room, \$200; water heater to be used for heating water for institution, \$500; resetting existing pump for circulating pump, \$50; resetting present kitchen hot water heater for laundry, \$50; pressure and tank governors, \$150; piping in power house, \$500; installing present existing pressure reducing valves and installing low pressure main for carrying exhaust for heating the laundry and all buildings in main group, \$800; regrading present steam, return hot water and circulating pipes throughout present buildings, \$400; new return line through conduit and new buildings, \$550; high pressure main from boilers through existing conduit to buildings except hospital and employees' building, \$500; hot water and circulating pipes from hot water heating apparatus in power house to laundry, hospital employees' building, kitchen building and administration building, and connecting to present lines in buildings, \$600; disconnecting present reducing valve at each building and connecting to new high pressure main, \$100; traps with equalizers at each building, \$200; conduit from kitchen to new dormitory, \$2,350; steam and plumbing connections to laundry apparatus, \$500; overflow well for water supply, \$50; connecting suction pipe of water pumps to well, \$100; the pipe from pond to overflow well, \$350; connecting discharge of water pumps, to pump water either to hydrant main or building main, \$100; installing four-inch water main, connecting present water tower to supply and extending to kitchen building, \$500; connecting present three-inch line with hydrant supply at power house, \$100; furnishing boys' cottage, \$1,000; repairs and equipment, \$2,000.

Chapter 729, Laws of 1904 (supply bill), reappropriated the unexpended balances under chapter 470, Laws of 1902, and chapter 591, Laws of 1903, for laundry, power house, et cetera, \$505.17;

conduit, water tower, et cetera, \$941.71; installing present laundry machinery with outside machinery of new laundry and new electric cable lines for distributing from new power house, \$3,665.33.

The maintenance appropriation was \$27,000, the special appropriation \$16,100, the reappropriation \$5,112.21, making a total of \$48,212.21.

This is the only institution of its kind in the State of New York, and represents the responsibility felt by the people for the welfare of the descendants of the aboriginal owners of the land.

The new power house, chimney stack, laundry, and the connecting subways, for which appropriations were made by chapter 470 of the Laws of 1902, were completed last year, as also the cement floors in the laundry and power house, for which provision was made by chapter 644, Laws of 1904. The new dormitory for the boys has been completed, and the other work for which there is an available appropriation is in process of completion. It should be stated that this building in material or construction is not up to the standard of the other dormitories or buildings of the institution, although it cost more.

It is unfortunate that there has been such delay in the installation of the engines, boilers, and other machinery in the new power house and laundry. The general work has been greatly hampered in consequence. The completion of all construction work for this school should be finished at as early a date as possible, and unnecessary delay, such as has occurred in the equipment of the power house, be avoided.

In many respects the buildings of this school are models. Their cost has not been excessive, yet they represent the best ideas in ventilation, supervision, and economical arrangement for small dormitory buildings. The administration building is especially well arranged, and furnishes ample space for all necessary purposes, is comfortable, and presents an attractive appearance.

The construction of one more dormitory for the boys will complete the institution as originally planned. It is very much needed, as many of the boys occupy one of the oldest frame buildings upon the grounds, and would be in great danger in case of

fire. The dilapidated and unsanitary structure should be immediately removed, and the additional dormitory be erected in its stead.

An appropriation was made by the last Legislature for removing the old "Nursery Building" to a new location, and converting it into an employes' cottage, but the amount appropriated was not sufficient to make all the necessary changes. This building should have plumbing, bath tubs, lavatories, and toilet rooms for employes.

A rearrangement of the heating system, electric wiring, pipe covering, and similar work has been under consideration for two years, and an appropriation for this purpose was made by chapter 591 of the Laws of 1903. This appropriated \$2,800 for the improvement of the heating system, and \$2,500 for steam, sewer, and water connections between the new power house and the existing buildings. When proposals for this work were received, it was found that the bids exceeded the appropriation by nearly \$6,000, so that the work has not been done. It should be provided for at the present session of the Legislature.

The removal of the old boilers to the new power house is undesirable. Another new boiler should be added to the one provided for last year, instead of setting up a boiler which will have to be removed in a short time. The sum available for laundry machinery is not sufficient to complete the plant. It should be added to.

The capacity of the school building is overtaxed. This matter has been referred to in the Board's annual report for several years past, and the condition of overcrowding continues. It is especially essential that different toilet facilities be provided, as the present arrangement of the rooms is improper. An extension to the rear of the building would not only provide needed class rooms, but would also give space for a stairway to the basement where additional toilet rooms could be arranged.

There are a number of extraordinary repairs which should be undertaken at once, and the connecting corridors between the dormitories ought to be put in proper condition; as at present they are a constant source of danger.

The Board recommends for this institution the following appropriations or so much thereof as may be necessary:

For a dormitory building complete, \$16,000; for completing the heating system, electric light wiring, and pipe covering, \$10,000; for laundry machinery, \$1,000; for additions to the school building, including connecting corridors to the dormitory building, dining hall, and administration building, \$9,000; for toilet rooms and plumbing in the employes' cottage, \$500; for moving and converting the old dormitory building into a general store, \$400; for extraordinary repairs and equipment, \$2,000; making the special new appropriations recommended \$38,900; for maintenance, \$30,000; making the total appropriations recommended, \$68,900.

**NEW YORK STATE SCHOOL FOR THE BLIND, BATAVIA,
GENESEE COUNTY.**

[Established 1865.]

This School has capacity for 175 pupils. The number of pupils October 1, 1903, was 111, and 38 were received during the year making the total number under care 149. Because of necessary repairs, the School was not open October 1, 1904. The average number during the year was 127 and the average weekly cost of support, including the value of the home and farm products consumed, \$6.10; excluding this value, \$5.94.

The receipts for the fiscal year ending September 30, 1904, were as follows: Cash balance from preceding year, \$21.75; from special appropriations, \$5,729.08; from deficiency appropriations, \$2,000; from unexpended appropriations of former years, \$9.92; from general appropriations, \$36,000; from sales of farm and garden produce, \$594.94; from counties, towns and cities, \$880.37; total, \$45,236.06.

The ordinary expenditures were: For salaries of officers, wages and labor, \$22,752.35; for provisions, \$6,699.18; for household stores, \$700.26; for clothing, 739.27; for fuel and light, \$4,971.30; for hospital and medical supplies, \$236.89; for transportation and traveling expenses, \$143.27; for shop, farm and garden supplies, \$1,180.61; for ordinary repairs, \$90.06; for expenses of trustees, \$462.86; for all other ordinary expenses, \$1,419.25; total ordinary expenditures, \$39,395.30.

The total extraordinary expenditures were \$5,729.08 for improvements, making the aggregate expenditures \$45,124.38. The only asset, October 1, 1904, was the balance in cash, \$111.68.

Of the expenditures for maintenance during the year, 57.8 per cent. was for salaries, wages and labor, 17 per cent. for provisions, 1.8 per cent. for household stores, 1.9 per cent. for clothing, 12.6 per cent. for fuel and light, .6 of 1 per cent. for hospital and medical supplies, .3 of 1 per cent. for transportation and traveling expenses, 3 per cent. for shop, farm and garden supplies, .2 of 1 per cent. for ordinary repairs, 1.2 per cent. for expenses of trustees, and 3.6 per cent. for all other ordinary expenses.

Chapter 728, Laws of 1904 (appropriation bill), appropriated for maintenance and instruction of the inmates, \$38,000.

Chapter 729, Laws of 1904 (supply bill), appropriated from the money paid into the treasury of the state under section thirty-seven of the state finance law, for maintenance, \$2,000. This chapter also reappropriated the unexpended balances under chapter 429, Laws of 1902, for steam cooking outfit, \$1,100; renewing plumbing, \$895.41; pianos, \$675; fire-escapes, \$166.13; and the unexpended balance under chapter 414, Laws of 1902, for books, \$166.52.

Chapter 730, Laws of 1904 (supplemental supply bill), appropriated to supply deficiency in the maintenance account for the fiscal year ending September 30, 1904, \$2,000.

Chapter 719, Laws of 1904 (special act), appropriated for laundry, power house, smoke stack and coal pockets, \$20,500; two one-hundred-fifty horse power boilers, \$5,000; removing and resetting present gymnasium boiler, \$200; resetting and overhauling present laundry engines, \$100; two feed pumps, \$400; feed water heater, \$350; pressure and tank governors, \$150; resetting and overhauling present cistern pump, \$50; pressure reducing valves, \$100; steam separator, \$50; oil eliminator, \$50; back pressure valve, \$30; piping in power house, \$500; conduit from boiler house to hospital, gymnasium and barn, with piping, \$1,700; conduit from boiler house to industrial building, with piping, \$800; steam main in kitchen for cooking and for heating hot water, \$150; return tank, \$100; changing hot water heating system in indus-

trial building to steam heating system, \$200; piping in laundry, including tank for hot water heating, \$500; plumbing repairs and pump for water supply, \$2,500.

The maintenance appropriation was \$42,000, the special appropriation \$33,430, the reappropriation \$3,003.06, making a total of \$78,433.06.

The work of the State School for the Blind has made progress during the year, the attendance has increased, and the results of instruction, as shown by Regents' examinations, proven satisfactory. The main educational plan continues as heretofore, affording such opportunities for education as will open to the blind the avenues to useful employment and honorable self-support. The curriculum has been slightly modified. The experiment made in the introduction of stenographic instruction has proven successful with some of the pupils. One blind girl especially has demonstrated that under favorable circumstances it is possible for the blind to do excellent clerical work.

The instruction in music has been expanded to some extent, and now follows closely the outlines proposed by the American College of Musicians. The industrial department has been in constant operation, and creditable work is done therein.

The main building requires reconstruction. Many of the rooms used for class purposes, and others occupied as dormitories, are neither well lighted nor properly ventilated. The same is true of the dining room, and in the annual report of the State Board of Charities for last year the necessity for such alterations as will admit sunshine was set forth.

The water used by the institution is at present unfiltered, and at times, especially after rains, is loaded with earthy matter and greatly discolored. It should be rendered safe for drinking purposes by the use of a properly constructed filter of capacity large enough to provide filtered water in abundance for all residents of the school.

The protracted delays in making suitable plans, letting contracts, and completing the work of improvement, have seriously interfered with the general work of the school, and caused the expenditure of a considerable part of the maintenance appropria-

tion without any resultant and direct benefit to the pupils. The enforced closing of the school for more than three months of the school year 1904-5 has been most unfortunate. The loss of nearly four months of school training is a calamity to the children. One year ago there was a less protracted period during which school work was suspended on account of incompleting contract work. The timely preparation of plans for the extensive improvements necessary this year, which that delay should have suggested, was not undertaken. It was not until July that bids were invited for work which should have been completed prior to September 21st, the date for the reopening of the school. It was not until August 2nd that the actual work began. Bids for the construction of the drying room for the new laundry were not opened until October 1st, and the proposals for the plumbing and drainage of the new building were only received October 24th, a full month after the date set for opening the school.

The Legislature of 1904 also appropriated \$2,500 for repairs to the plumbing of the main building. This work should have been completed before the time for opening the school. The Board of Managers says in its monthly report for November, 1904, to this Board, that this delay is due to "our inability to secure plans and specifications from the State Architect for the work." These improvements should have been made during the summer, and not have been postponed for another year, as the health of the children is endangered by defective plumbing.

The plumbing in other parts of the building should be renewed and the Board recommends an appropriation for that purpose. The State Board of Charities earnestly recommends that this work begin at the close of the present school year and be completed by September 1, 1905.

The installation of new boilers should make it possible to heat the buildings properly, but before this can be done additional radiators must be placed, and others relocated.

Other extraordinary repairs and improvements are needed. The present kindergarten rooms are not large enough, and there ought to be some better provision for this special branch of the work of the school.

The Board recommends for this institution the following appropriations or so much thereof as may be necessary:

For renewing the plumbing, in addition to \$3,000 appropriated by chapter 429 of the Laws of 1902, and \$2,000 appropriated by chapter 719 of the Laws of 1904, \$5,000; for perfecting the heating plant by the installation of additional radiators, the transferring of some now in use, and for new piping, \$2,000; for a water filter, \$1,000; for extraordinary repairs, improvements, and equipment, \$2,500; making the special new appropriations recommended, \$10,500; for maintenance, \$40,000; making the total appropriations recommended, \$50,500.

**NEW YORK STATE HOSPITAL FOR THE CARE OF CRIPPLED
AND DEFORMED CHILDREN, WEST HAVERSTRAW, ROCK-
LAND COUNTY.**

[Established 1900.]

This institution has capacity for 25 patients. The number present October 1, 1903, was 25. During the year 8 boys and 9 girls were admitted, and 8 boys and 9 girls discharged, leaving a population October 1, 1904, of 16 boys and 9 girls. The average number of patients during the year was 25, and the average weekly cost of support was \$8.44.

The receipts during the fiscal year ending September 30, 1904, were: From cash on hand at beginning of year, \$312.70; from special appropriation \$27,117.46; from general appropriations, \$11,000; from all other sources, \$19.65; total, \$38,449.81.

The ordinary expenditures were: For salaries of officers, wages and labor, \$4,073; for provisions, \$2,268.83; for household stores, \$326.31; for clothing, \$109.78; for fuel and light, \$489; for hospital and medical supplies, \$814.80; for shop, farm and garden supplies, \$3.75; for ordinary repairs, \$123.04; for expenses of managers, \$634.25; for remittance to State Treasurer, \$19.65; for all other ordinary expenses, \$2,223.56; total, \$11,085.97.

The extraordinary expenses were \$25,000 for purchase of new site with buildings and \$2,117.46 for all other extraordinary ex-

penses, making the total expenditures for the year \$38,203.43. The cash on hand October 1, 1904, the only asset, was \$246.38.

Of the expenditures for maintenance during the year 36.8 per cent. was for salaries, wages and labor, 20.5 per cent. for provisions, 3 per cent. for household stores, 1 per cent. for clothing, 4.4 per cent. for fuel and light, 7.4 per cent. for hospital and medical supplies, 1.1 per cent. for ordinary repairs, 5.7 per cent. for expenses of managers, and 20.1 per cent. for all other ordinary expenses, including a small expenditure for shop, farm and garden supplies.

Chapter 728, Laws of 1904 (appropriation bill), appropriated for maintenance, \$15,000.

Since the beginning of the last fiscal year, October 1, 1903, all of the twenty-five beds in this institution have been occupied by patients. During the year 17 new patients were admitted, thus making a total of 42 treated during the period. There were 17 discharged, leaving 25 in the hospital under treatment September 30, 1904.

Of those discharged as "cured" four had, at the time of entrance, congenital dislocation of the hip, and one a club foot as a result of infantile paralysis. Five with hip disease and five with a severe form of infantile paralysis were discharged as "much improved." One was removed by his mother "unimproved," although had he been permitted to remain he could have been greatly benefited.

Of the forty-two patients treated during the year fourteen came from New York county, six from Westchester, three from Orange, four from Queens, one from Chautauqua, one from Monroe, one from Suffolk, one from Chemung, two from Putnam, two from Cayuga, one from Greene, one from Ontario, two from Rensselaer, one from Dutchess, one from Erie, and one from Fulton.

It will thus be seen that twenty-eight of the forty-two patients treated came from outside of New York county. This shows an extension of the work of the hospital to other parts of the State beyond the city of New York and its immediate vicinity. In previous years the great majority of all cases treated were received from the city and the neighboring counties. The hospital

should, as far as possible, reach the poor of the country districts where there are no adequate provisions for the prolonged treatment of severe forms of chronic deformities of children.

The Legislature of 1903 appropriated the sum of \$50,000 to secure a site for a new and larger hospital, and also to erect and equip the building. The location selected is in West Haverstraw, Rockland county, where besides fifty acres of land, the institution has secured an ample supply of water, an efficient means of sewerage at tide water, and convenient railway facilities for the transportation of building material and supplies directly to the hospital.

Upon the land purchased there is now a large mansion of the colonial type, which is being remodeled to meet in part the needs of the hospital. It will be made to accommodate about thirty-five patients, ten more than can be cared for in the building at present occupied. This mansion can be converted into an administration building whenever the State provides means to erect a suitable hospital building specially equipped for the treatment of children suffering from chronic curable deformities. At the present time alterations are under way, and it will be ready for occupancy on or before the first of April, 1905, at which time the lease on the Tarrytown building expires.

During the year a resident physician has been added to the staff of the hospital. He acts as the assistant superintendent, controlling the work of the institution in the absence of the surgeon-in-chief. Heretofore the assistant superintendent has been a layman, and at times the need of an assistant physician has been severely felt. This change is in the direction of more efficient management.

There have been no outbreaks of contagious disease during the year, and it may be said that the general health, apart from the deformities of the children, has been good. The provision made for the erection of a small building, to be used for the isolation of children suffering from contagious diseases, will enable the hospital, when removed to West Haverstraw, to guard against the spread of contagious disease. This building is in course of erection.

Since the establishment of this institution there has been but one death. This was of a patient who at the time of her demise had been under treatment for hip disease about one year. It occurred in November, 1904, and was due to spinal meningitis.

The Board recommends for this institution the following appropriation or so much thereof as may be necessary:

For sewer at new site, \$5,000; for maintenance, \$14,000; making the total appropriations recommended, \$19,000.

**THE NEW YORK STATE HOSPITAL FOR THE TREATMENT
OF INCIPIENT PULMONARY TUBERCULOSIS, RAYBROOK,
ESSEX COUNTY.**

[Established 1900; opened to patients July 1, 1904.]

This institution will, when completed, have capacity for 120 inmates. Since its opening July 1, 1904, 40 patients have been admitted, and one discharged, leaving a population of 39, 23 males and 16 females, October 1, 1904.

The average number of inmates for three months was 21.

The receipts were: From special appropriations, \$111,540.54; from general appropriations, \$9,400; from all other sources, \$760.68; total, \$121,701.22.

The ordinary expenditures were: For salaries of officers, \$1,904.35; for wages and labor, \$2,465.42; for provisions, \$1,086.43; for household stores, \$53.36; for clothing, \$1.08; for fuel and light, \$448.56; for hospital and medical supplies, \$216.59; for shop, farm and garden supplies, \$164.17; for expenses of trustees, \$739.36; for remittance to State Treasurer, \$759.75; for all other ordinary expenses, \$459.35; total, \$8,298.42.

The extraordinary expenditures were: \$111,540.54 for buildings and improvements, making the aggregate expenditures, \$119,838.96, and leaving October 1, 1904, a cash balance of \$1,862.26. This was the only asset and the outstanding indebtedness was \$2,502.94, of which \$2.94 was due for wages and labor and \$2,500 (approximately) for bills unpaid.

Of the expenditures for maintenance 58 per cent. was for salaries, wages and labor, 14.4 per cent. for provisions, .7 of 1 per cent. for household stores, 5.9 per cent. for fuel and light, 2.9 per cent.

for hospital and medical supplies, 2.2 per cent. for shop, farm and garden supplies, 9.8 per cent. for expenses of trustees, and 6.1 per cent. for all other ordinary expenses including a small outlay for clothing.

Chapter 728, Laws of 1904 (appropriation bill), appropriated for maintenance, \$30,000.

Chapter 729, Laws of 1904 (supply bill), appropriated to reimburse Dr. Frank E. Kendall, treasurer of the board of trustees, for money advanced by him to make up the amount necessary for the purchase of lot number fifty-seven for a site, \$2,350.

Chapter 730, Laws of 1904 (supplemental supply bill), appropriated for an outdoor camp, including tents or cottages, grading, water supply, drainage and extra painting, \$5,000.

Also for the State Architect \$3,000 or so much thereof as may be necessary to reimburse the E. H. Denniston Company for penalties deducted from the contract price on account of delay in completing the hospital.

The maintenance appropriation was \$30,000, the special appropriation, \$10,350, making a total of \$40,350.

The progress of this institution has not been as rapid as was anticipated when in 1900 the hospital was established by chapter 416 of the Laws of that year. The building work did not begin until October, 1902, and but little progress was made before the cold weather, when work was suspended. Upon its resumption in the spring of 1903 it was expected that the administration building and connected pavilions would be completed by the close of the fiscal year, September 30, 1903, but delays have continued and at the time of the presentation of this annual report to the Legislature of 1905 the construction work begun in 1902 is not finished. A number of alterations have been made from time to time in the original plans. The total appropriation for the buildings and site (\$230,350) should have provided a satisfactory hospital for the purposes intended.

The necessity for the speedy completion of the institution is apparent. There are large numbers of indigent men and women throughout the State who are eagerly awaiting the day when they can be admitted to this hospital for treatment of incipient pul-

monary tuberculosis. The long delay in its completion diminishes the opportunity for controlling the disease in such cases.

The Board recommends for this institution the following appropriations or so much thereof as may be necessary:

For tents or shacks for 50 patients, including grading, water, sewer connections, and electric lights, \$6,000; for an elevator in the administration building, \$3,000; for a barn, \$3,500; for auxiliary dynamo, including installation of the same, \$2,250; for grading and improvement of grounds, \$2,500; for completion of sewage plant and filter beds, \$1,500; for painting walls and ceilings of corridor (Whalen contract), \$2,500; for furnishing and equipment of pavilions and tents and shacks, \$3,000; to complete proper protection of water supply, \$3,500; for extension of verandas as originally planned for administration building, \$2,000; to provide double windows for administration building, solarium, and part of pavilions, \$1,500; making the special new appropriations recommended, \$31,250; for maintenance, \$40,000; for deficiency in maintenance for the fiscal year ending September 30, 1905, \$10,000; making the total appropriations recommended, \$81,250.

THE DEAF.

The following table gives the name and location of each institution in the State which is authorized by law to maintain and educate deaf pupils at public expense, and gives also the number and sex of the pupils in attendance October 1, 1904. All of the schools named receive both State and county pupils, the distinction being one of age and manner of compensation only.

| INSTITUTIONS. | Male. | Female. | Total. |
|---|-------|---------|--------|
| New York Institution for the Instruction of the Deaf and Dumb, One Hundred and Sixty-third street, New York | 264 | 185 | 449 |
| Le Couteux St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo | 91 | 68 | 159 |
| Institution for the Improved Instruction of Deaf-Mutes, Lexington avenue, New York | 115 | 108 | 223 |
| St. Joseph's Institute for the Improved Instruction of Deaf-Mutes | | | |
| Fordham Branch | | 117 | 117 |
| Brooklyn Branch | | 73 | 73 |
| Westchester Branch | 204 | | 204 |
| Central New York Institution for Deaf-Mutes, Rome | 63 | 50 | 113 |
| Western New York Institution for Deaf-Mutes, Rochester | 82 | 91 | 173 |
| Northern New York Institution for Deaf-Mutes, Malone | 42 | 35 | 77 |
| Albany Home School for the Oral Instruction of the Deaf, Albany | 18 | 17 | 35 |
| Total | 879 | 744 | 1,623 |

During the school year there were 1,833 pupils in these schools, which is the largest number in their history. October 1, 1900, the schools had 1,562 pupils enrolled; October 1, 1901, there were 1,564; October 1, 1902, 1,574; October 1, 1903, 1,583; and on October 1, 1904, 1,623.

For the purpose of a further comparison, there were in attendance at the end of ten year periods, October 1, 1884, 1,251; October 1, 1894, 1,393, and October 1, 1904, 1,623.

These figures show conclusively that the schools are continually growing. At the close of the school year there were graduations from each of the schools, and all reported satisfactory results for the year's work.

For the fiscal year 1903-4, the receipts of the ten institutions for the instruction of deaf-mutes were \$821,849.69, and the expenditures \$730,382.76. The Northern New York Institution at Malone received a special appropriation for the improvement of its equipment; and for all of the schools the Legislature made an increase of the annual allowance per capita for State pupils. This is now fixed at \$300 for all pupils, both State and county.

The reports of the inspections of these schools, made from time to time, show that the pupils are well cared for, and that the general instruction in each institution is satisfactory. Most of the buildings are of recent construction, and in their appointments comply with the requirements of the laws governing schools. The school at Rome, however, is in need of extensive alterations and other improvements which will conduce to the welfare of the pupils.

This Board again expresses its regret that a well-appointed gymnasium is not a part of the equipment of each of these schools. Some have ample facilities for physical training and the pupils receive regular instruction in gymnastics; others, however, are not yet prepared for satisfactory work of this kind.

The industrial training in all of the institutions is an important factor in the educational scheme. The girls receive instruction in various household arts. The boys have the benefit of special trade instruction and some become proficient. Creditable cabinet work is turned out in the work shops attached to the Central New York school at Rome, the Lexington avenue school in New York city, the New York Institution on Washington Heights, and in some of the other schools.

The printing trade is liked by many of the boys. They make good typesetters, and all of the schools take advantage of their aptitude and encourage them. Five weekly or monthly papers devoted to school news and the educational welfare of deaf-mutes are printed in these schools, all the work being done by pupils.

There are many deaf-mute children of school age who are not in the schools. Some of these are feeble-minded, but the large majority have normal mental powers and should be under instruction. Compulsory measures would secure their attendance and prevent delay in beginning their training, which is the cause of much harm, and sometimes makes it practically impossible for them to secure an education.

The ordinary institution for the instruction of deaf-mutes does not afford to the feeble-minded deaf-mutes or those whose mental

development is slow, the special opportunities which children of this class require. It would be much better if they could be in a special department in one or more of the existing schools for the training of backward, dull, or feeble-minded deaf-mutes, wherein teachers trained to grapple with problems of the feeble mind could give such individual instruction as is necessary. In a school of the kind suggested, many who are now classed as hopelessly dull could be trained so as to eventually support themselves, while without such special training they must become permanent dependents upon public charity.

The benefit of the fire drill in the schools for the deaf and other similar State institutions has been shown twice during the year. Early in the year a room in the Buffalo institution for deaf-mutes was discovered on fire, and the children were assembled and marched out of the institution without panic or confusion and in accordance with the fire drill instructions they had received, and the sisters were able to extinguish the fire before the arrival of the firemen.

On December 9, 1904, a fire was discovered in the basement of the St. Joseph's Institute for the deaf and dumb, at Throgg's Neck, and all the pupils were marched from their buildings promptly and without disorder in obedience to the fire signals with which they had become familiar through previous training. In the latter institution, waving the red signal by a teacher is the signal for the immediate formation of the children for fire drill. In both schools mentioned there is a fire drill each week.

It was fortunate that in each instance the fire was discovered in time so that comparatively little damage was done, but the promptitude of the teachers and the quick response of the children in the emergency are especially gratifying and prove the benefit of training of this kind. In both institutions the fire was discovered in the day time. Should a fire break out in the middle of the night the children are taught to take each other by the hand, each child in his own place, and are thus to march under the lead of teachers.

Fortunately most of the buildings in use by these schools are

of such construction that the children can readily escape in case of fire, but some of them are built of wood and would burn with great rapidity. It is hoped that in time all these institutions will have buildings which, if not fire-proof, will be of slow-burning construction, amply equipped with fire-escapes, wide halls, and exits affording opportunity for escape, no matter where the fire may begin.

NEW INCORPORATIONS.

During the year 1904 the Board approved the incorporation of the following institutions, societies and associations, sixteen in number:

1. "Good Samaritan Hospital of Suffern, N. Y.;" principal office Suffern, N. Y. Formed "to provide a place where sick, infirm or injured persons may be received and treated; and to furnish and provide for such persons medicine, medical attendance, surgery and surgical appliances, in the treatment of injury or disease." Approved January 13, 1904.

2. "The Hospital of St. Elizabeth of Hungary;" principal office New York city. Formed "to establish, maintain and conduct a hospital for the medical and surgical aid and treatment of sick, infirm and disabled persons and for all other purposes appertaining to hospitals." Approved January 13, 1904.

3. "Masonic Hospital and Shelter Association;" principal office Brooklyn, N. Y. Formed "to establish, maintain and support an institution to be known as the Masonic Hospital and Shelter Association, for the purpose of furnishing medicine, medical and surgical aid, advice and attendance, and nursing to sick or disabled masons, their wives and children, and to furnish them with temporary shelter and relief when required. Also to instruct and train suitable persons in the art of nursing and attending upon the sick." Approved January 13, 1904.

4. "The Masters School Day Nursery;" principal office New York city. Formed "to care for young children during the day, whose mothers are obliged to work to support the families." Approved January 13, 1904.

5. "Society of the Holy Cross, in the City of Albany, N. Y.;" principal office, Albany, N. Y. Formed for "the religious, educational and industrial advancement of the colored people in the State of New York under the auspices of the Protestant Episcopal Church.

"The establishing and maintaining model tenement homes in the city of Albany, N. Y., and the renting of the same to worthy colored people, the rents and revenues of the same to be exclusively devoted and used in the furtherance and promotion of the objects of said corporation.

"The establishment, maintenance and management in the city of Albany of a home or homes, school or schools, and other educational, religious and charitable works and institutions, with a chapel or other convenient buildings in connection therewith for the education and moral and spiritual advancement of colored children; the same to be maintained and conducted in accordance with the doctrines, discipline and worship of the Protestant Episcopal Church of the United States of America.

"The care, custody, education, moral uplifting and spiritual advancement of orphan, pauper and destitute colored children and colored children legally given in charge to said corporation by the proper authorities, humane societies and kindred organizations." Approved January 13, 1904.

6. "The Bedford Guild Dispensary;" principal office Brooklyn, N. Y. Formed "to extend medical and surgical aid to women and children by women physicians; to maintain a hospital or dispensary for working women and children, and to receive and hold property to be used and applied for such purposes." Approved April 13, 1904.

7. "National Armenia and India Relief Association;" principal office New York city. Formed "to furnish support and simple industrial training for massacre-orphans in Armenia, famine children in India, and such other persons as may from time to time require help." Approved April 13, 1904.

8. "Sisters Marianites of Holy Cross from Le Mans, Sarthe,

France;" principal office New York city. Formed "to conduct an institution for teaching and caring for children, to maintain an asylum and care for orphan children, to engage in nursing the sick and other charitable work." Approved April 13, 1904.

9. "The Presentation Day Nursery of the Blessed Virgin Mary, in the City of New York;" principal office New York city. Formed "1st, to receive, protect, care for, feed and instruct the young children of poor families who are obliged to go out to work, and who would otherwise be compelled to remain at home and lose their work and wages in caring for their young children. 2nd, To secure for poor mothers days' work, or other employment at wages. 3rd, to secure permanent positions for the poor, whether men or women, and to look after their interests in positions thus obtained and those of their families. 4th, to serve meals for the poor parents and children in furtherance of the above objects. 5th, to instruct in class and kindergarten the young children thus received to be cared for or benefited. 6th, to obtain employment, clothing and food for poor families. 7th, to care for the sick poor and their children as means to their recovery for the object of self support. 8th, to promote the religious instruction, moral improvement and temporal, domestic and sanitary well-being of the poor and their families. 9th, to purchase, provide and maintain a home or homes for the subjects embraced within the scope of said corporation's work." Approved July 13, 1904.

10. "The Darrach Home for Crippled Children;" principal office New York city. Formed "to secure and maintain a home for orphan, half-orphan, destitute and friendless children, to the end that the conditions of their lives may be improved, their suffering mitigated, and that they may be assisted to become wholly or in part self-supporting." Approved July 13, 1904.

11. "Reception Hospital;" principal office, Saranac Lake, N. Y. Formed "to maintain a hospital for the reception, care and treatment of persons suffering from the disease known as pulmonary tuberculosis." Approved July 13, 1904.

12. "Catharine Mission;" principal office, New York city. Formed "to hold mission services, to maintain a nursery and care for sick poor persons." Approved October 12, 1904.

13. "Bethesda Deaconess' Hospital of the East German Conference of the Methodist Episcopal Church;" principal office Brooklyn, N. Y. Formed for "maintaining hospitals for care and treatment of sick persons; outside nursing and training of deaconesses and others as nurses for the sick. But the objects for which said corporation is formed do not include the care of orphan, pauper, or destitute children, or the establishment or maintenance of a maternity hospital, or a lying-in asylum where women may be received, cared for or treated during pregnancy, or during or after delivery, or the boarding or keeping nursing children." Approved November 15, 1904.

14. "The Ebenezer Home of the Evangelical Association;" principal office Ebenezer, N. Y. Formed for "the maintaining of a home for aged persons." Approved November 15, 1904.

15. "Samaritan Hospital of Brooklyn;" principal office Brooklyn, N. Y. Formed "1st, to purchase, erect, establish, maintain and operate a hospital for the reception, care, maintenance, giving of medical and surgical advice, aid and treatment to persons afflicted with maladies or physical injuries or physical weaknesses, deformities or infirmities, especially to the poor. 2nd, to maintain in connection with such hospital a dispensary and to engage in such other business as may properly and lawfully be conducted with such hospital." Approved November 15, 1904.

16. "The Baptist Home of Monroe County;" principal office Rochester, N. Y. Formed for "the erection, establishment and maintenance of a home for invalids, aged or indigent persons, and to provide for their relief, protection and maintenance. It being the intention that such corporation shall give preference in admitting to any home it may found, and to any relief it may furnish, those who are widows of Baptist clergymen, members of Baptist churches, or entitled to the assistance of Baptist associations.

"For the purposes above specified, to accept, hold and administer donations, benefactions, gifts, bequests and devises of any property, real or personal, permitted by law." Approved December 21, 1904.

The Board also approved the extension of the corporate purposes of the following:

1. **"The Convent of the Sisters of Mercy in Brooklyn;"** principal office Brooklyn, N. Y. Purposes extended **"to do the work of a foundling and maternity hospital for the general public, without distinction of race or creed, to care for obstetrical cases, nursing mothers and their infants; receive and care for infants and children under the laws of this State, whether from the Charities Department, courts of the city of New York, or any other agency or person.**

"To care for, maintain and clothe children of both sexes received as in the last section; to educate them in various branches of learning and in suitable trades and occupations to enable them to become self supporting members of the community. Said children to be received and maintained up to sixteen years of age.

"To place out and to board children in temporary homes; to indenture children and have them adopted in permanent homes. To maintain supervision over them during the years of their minority, and have the power to take or reclaim any such as may be improperly treated, or who stray from the homes into which they are put; and to take back those whose homes, for any cause, may be broken up.

"To maintain all the necessary homes and institutions with their various departments of work; to establish branches in the country for a continuation of the purposes of the society, to enable it to carry on the aforesaid charitable institution and works in all their branches." Approved April 13, 1904.

2. **"New York Mothers' Home of the Sisters of Misericorde;"** principal office, New York city. Purposes extended **"to establish and maintain hospitals for the care of sick persons generally and also foundling and maternity hospitals; to care for obstetrical**

cases, nursing mothers and their infants; to receive children from the Department of Public Charities, the courts or otherwise, and to care for, maintain, clothe and educate such children, pursuant to the laws of the State of New York until they become sixteen years of age, unless sooner placed out or boarded out; to place out or board out such children in family homes, in accordance with the laws of the State of New York, and to exercise such supervision and control as may be necessary over such children so placed out or boarded out; to bind out or indenture such children and to have them adopted in permanent homes." Approved July 13, 1904.

3. "New York Lodge No. 1, Benevolent and Protective Order of Elks;" principal office New York city. Purposes extended "to buy and maintain, or build and maintain, a building or buildings for its meeting, or meetings of the general assembly of its members, or subordinate bodies of the Elk fraternity, and for the accommodation of other fraternal bodies or associations, the entire net income of which real property is to be exclusively applied or to be used to build, furnish and maintain an asylum or asylums, a home or homes, for the relief of members of the Elk fraternity or for the relief, support, and care of worthy and indigent members of the Elk fraternity, their wives, widows or orphans." Approved July 13, 1904.

The Board also approved amendments to the certificates of incorporation of two institutions:

1. "Geneva City Hospital;" principal office Geneva, N. Y. Certificate amended as to the date for holding the annual meeting. Approved April 13, 1904.

2. "White Plains Hospital Association;" principal office White Plains, N. Y. Certificate amended as to the number of directors. Approved April 13, 1904.

The Board withheld its approval from four proposed incorporations, while others were withdrawn without the approval of the Board after investigation.

PLANS APPROVED.

During the past year the Board approved plans and specifications for new buildings and improvements, with the proviso in each case that the expense should not exceed the appropriation therefor, as follows:

Genesee County Almshouse, Linden, N. Y.

1. New barn.
2. Alterations, steam heating, water supply, plumbing, drainage, ventilation.

Approved July 13, 1904.

Livingston County Almshouse, Geneseo, N. Y.

1. Addition to almshouse.

Approved October 12, 1904.

Ulster County Almshouse, New Paltz, N. Y.

1. Administration building.
2. Men's building.
3. Women's building.
4. Power house and laundry.

Approved October 12, 1904.

STATE, ALIEN AND INDIAN POOR.

The Superintendent of State and Alien Poor is appointed by the State Board of Charities, under chapter 225 of the Laws of 1896. He is required to visit, either in person or by representative, each State Almshouse at least once every three months, and to examine into the condition and needs of all State poor persons. It is his duty also to provide for the return to their legal residences of all aliens and non-residents committed as poor persons to public charitable institutions. He has complied with the requirements of the law during the past fiscal year, and made the official investigations and inspections regularly.

The State Board of Charities, through its Department of State and Alien Poor, has returned, during the fiscal year ending September 30, 1904, 552 persons to their homes in other states or countries when such removal at public expense was necessary. Most of these persons were citizens of other states.

Alien Poor.

The deportation of dependent aliens who are inmates of public charitable institutions should be the work of the United States. It is done in this State principally through this Board, and the cost of deportation is mainly borne by the State. The authority of the State, however, does not extend beyond its own borders, yet the questions of deportation are international in character, as they affect other countries as well as our own. The work of the State should be to collect the facts in regard to dependent aliens, and inform the United States authorities of all cases which should be deported. Thus the State and the United States would co-operate in a proper system for the removal of undesirable aliens, and the present power of the State be supplemented by the authority of the general government. The immigration laws provide that the return of alien paupers by officers of the United States be within two years of the date of their landing in this country. In the case of persons excluded by law, the Secretary of Commerce and Labor can extend the period within which they may be deported to three years. In practice, all requests made under Section 21 of the United States Laws of 1903 by the Department of State and Alien Poor during the fiscal year, to the Department of Commerce and Labor, for the deportation of alien paupers, criminals, or insane persons who have been in the United States for more than two years, have been unsuccessful, as it is claimed the statute is not retroactive. The immigration commissioners of the United States have, however, promptly responded to most of the other requests made by the State Board of Charities. These were for the return of alien immigrants found dependent upon public charity within one year of their arrival in this country.

In several instances dependent alien women have landed in this country, and within a month of arrival made application for public relief, and later in public institutions have given birth to illegitimate offspring. In no instance have such alien paupers been deported by the United States authorities, the declination being based on the ground that the child is a citizen of the United States.

In some instances persons who have been in the United States over one but less than two years were not deported by the Government, on the ground that the causes of dependence arose subsequent to their arrival in this country.

The State Board of Charities has returned to their homes in foreign countries during the year, 38 persons from the almshouses of the State, and the total number of persons thus returned to foreign countries by this Board and of those sent through the cooperation of the United States commissioners of immigration is 47.

Indian Poor.

During the past year there was an outbreak of smallpox among the Indians on two of the Indian reservations in the State. The relief of indigent Indians is one of the duties of the Department of State and Alien Poor. The Indians are encouraged to support themselves as long as possible, and not depend upon charity, either public or private; but in spite of this policy there are many, especially of the older ones, who must be helped from time to time. This relief is mainly dispensed in their homes, and few become permanent inmates of almshouses. They prefer to remain on the reservations with relatives and friends and in their own homes, no matter how poorly appointed these may be.

During the year the total number of indigent Indians provided for in almshouses or asylums was 32, and the total expenditures for the relief of Indian poor, including outdoor relief, amounted to \$2,822.29.

Department Expenditures.

| | |
|--------------------------------|-------------|
| On account of State poor..... | \$33,719 79 |
| On account of alien poor..... | 781 96 |
| On account of Indian poor..... | 2,822 29 |

The appended report of the Department of State and Alien Poor contains statistical tables to which attention is directed. These show the operations of the State Poor Law from October 22, 1873, to the close of the fiscal year, September 30, 1904.

Since the State Poor Law of 1873 and the Alien Poor Law of

1880 went into effect, the whole number of alien and non-resident removals by the State Board of Charities has been 33,429. At the average per capita cost for an estimated term of fifteen years for each individual, the resultant expenditures, had these persons been permitted to remain in our almshouses, would have reached the total amount of \$52,149,240, which would be more than sufficient to rebuild and equip the State charitable institutions. It is therefore evident that the removal of the non-resident poor by this Board, in accordance with the provisions of chapter 225 of the Laws of 1896, is a true economy, an act of humanity, and a permanent benefit to the State.

ALMSHOUSE INSPECTION.

The provisions of the constitution and statutes make the regular inspection of the almshouses of the State one of the most important duties of the State Board of Charities. It is intended by these enactments that the poor, the aged and the unfortunate shall be fully protected by the State, through a close and constant supervision of the institutions wherein they are supported at public expense. It was recognized by our law makers that not only does any system of local support of the poor permit abuses unless under constant supervision by State authorities, but that it also at the same time gives opportunity for such inadequacy in appropriations and expenditures as makes it difficult for the poor to have the food, care, and medical attention which they need.

The necessity of almshouse inspection of the most thorough character has, therefore, been insisted upon from the organization of the State Board of Charities. In the first extended report of its operations, made in 1868, the suggestion was offered that most of the crying evils in almshouses were due to the "imperfect decentralized system with no general superintendence." Since that time, the almshouses have been carefully inspected from year to year, but the conclusions arrived at in 1868, after a complete examination of all the almshouses in the State, have not been disturbed. They remain true to-day and will continue, as they are based on human nature.

The State Board of Charities has now a system of frequent and searching examinations into the condition of all the almshouses in the State, in accordance with the provisions and intention of the statutes. This system has been in operation for nearly seven years, under its supervision, as a part of the work of the Board's Department of State and Alien Poor, and has produced most gratifying results. It secures for the Board information which covers every detail of administration, and furnishes exact statements of the physical and sanitary condition of all buildings used for almshouse purposes in this State. The daily and nightly care of the inmates, as well as all general and special provisions for their comfort and safety, has been studied for the purpose of securing the most humane and satisfactory treatment of the poor, and for suggesting any needed improvements in methods of administration. Many visits are also paid to the almshouses by the Commissioners of the Board in their respective districts.

Each year a careful census of the almshouses is taken, with special reference to the defective classes, and the physical condition of all the inmates is ascertained. In all inspections, the provisions for the care of the sick, and the general welfare of all inmates over seventy years of age receive special consideration, and, as a result, an exceedingly beneficial influence in behalf of the infirm is exerted upon the management. The inspections have shown that, besides those at Craig Colony, there is still a large number of epileptics scattered among the almshouses of the State. These, with the idiots and feeble-minded, form a considerable part of the almshouse population, add greatly to the burdens of administration, and subject other inmates to discomfort, annoyance and danger. These unfortunates are peculiarly liable to neglect, as there are no proper accommodations for their care in the almshouses. They need special attendants, and when left to the care of inmates or of the ordinary employes, often fail to receive timely assistance, and frequently suffer serious injury.

The inspections have clearly shown that there is a decided and progressive tendency toward the betterment of these institutions. With very few exceptions, the almshouses have been improved

either by repairs or additions or both during the past year, and the boards of supervisors throughout the State manifest a purpose to bring them up to a condition which will merit the commendation of all who are interested in the welfare of the poor. Recent liberal appropriations by the supervisors have secured improvements in the water supplies, in sanitation, fire protection, care of the sick, and general repairs, and in one instance, Jefferson county, provision has been made for a new almshouse.

In this connection it may be well to state that in Ulster county the investigation into the management of the almshouse has borne fruit in better methods, especially in a closer scrutiny into all expenditures. In that county, the almshouse has been practically rebuilt since the fire which destroyed the main building, and with the supervision now maintained by the committee of the Supervisors over affairs, there is reason to believe that conditions at this almshouse will soon be materially improved.

The Livingston County Almshouse has been improved in a marked degree by a reconstruction of three of its buildings. Genesee county also has a remodeled institution — all the buildings are in excellent condition, and can now be supervised with ease, and afford a comfortable home for the county dependents. The new hospital connected with the Monroe County Almshouse is now in use. It is a good building, and gives needed relief to all the wards of the almshouse. These instances are illustrative of the progressive movement in this State in the care of aged dependents, and show that in time the almshouses will become what they should be — homes for the aged respectable poor, and for them only.

The supervisors of Onondaga county planned to erect a special hospital for consumptives, but the so-called Bedell law prevented. Legislation is necessary to enable counties, or cities to erect such hospitals without interference from local authorities.

Some of the almshouses have now ample hospital room in well-equipped separate buildings, but in others the sick are kept in poorly ventilated dormitories or small rooms. Each almshouse ought to have a well arranged separate building to be used solely

as a hospital, so that the sick may have the benefit of ample room, good ventilation, special equipments, quiet, and isolation from other inmates. This plan works well and is being adopted by the more progressive boards of supervisors, and in time will probably be the rule in all almshouses in this State.

A lack of adequate fire protection resulted in the destruction of the main building of the Ulster County Almshouse during the year, and a similar condition has been found in other almshouses, as well as absence of ample provision for the escape of the inmates in case of fire. These and other defects have been promptly brought to the attention of the county authorities, and especially reported to the supervisors at their annual meetings, to the end that the defects may be remedied. It has been a great pleasure to the State Board of Charities to know that boards of supervisors are anxious to coöperate with it in the effort to make the almshouses of the State of New York not only the best in the world, but a true index of an enlightened public spirit.

CIVIL SERVICE.

The constant changes made in the personnel of the almshouse employes are exceedingly detrimental to the public welfare. It is confidently believed that the application of the rules of the civil service to almshouse administration will be a long step in the direction of true progress. The recognition of efficiency and faithful service will encourage capable employes, elevate the standard of fitness, and conduce to the moral and physical welfare of all under their care. The almshouse service should be entirely freed from political pressure, and by the removal of all partisan influence from appointments, added dignity will be given to the positions, and the earnestness and efficiency of those engaged in the work will be increased.

In some of the counties the principle of merit has been applied practically by the continuance of superintendents, keepers and matrons, for long periods. There is no good reason why constant changes should be made, for they impair the morale of the institutions, and awaken discontent among the inmates. All who

are charged with responsible work in connection with the almshouses should be assured of tenure of service during efficiency and good behavior. This will have a tendency to prevent abuses, which now often flourish under the protection of partisan politics.

THE SUPERVISION OF DEPENDENT CHILDREN PLACED IN FAMILY HOMES.

Chapter 264 of the Laws of 1898, "An Act to prevent evils and abuses in connection with the placing out of children," empowers the members, officers, and duly authorized inspectors of the State Board of Charities, "to visit, in its discretion, any child under the age of sixteen years, not legally adopted, placed out by any person or corporation mentioned in the second section" of the act, "or by any person licensed by said Board to place out children."

The regular visitation of homes in which children have been placed out has been of great value in the correction of evils and abuses in connection with the minor wards of the public. The welfare of the unfortunate dependent children is considered the essential thing to be safeguarded, and in consequence of the enforcement of this law the possibilities of abuse are greatly diminished, private gain receives less consideration, and a humane spirit controls those who find homes for them.

The visitation has required the full time of an inspector. His reports have caused the removal of a number of children from unsuitable or immoral homes. It is gratifying to report that in almost all the homes the placed out children are properly cared for, and will receive the training needed to fit them for the responsibilities of life. This special work is of great ultimate importance, and every child placed out by any person, society, or corporation in the State should be visited periodically by inspectors of this Board. This is especially necessary to protect the girls, and assure for them the training and supervision they need prior to maturity.

The care of dependent children is a great responsibility, and should not be given to anyone without such inquiry as will assure to the child a good home and favorable outlook for the future.

Frequently there is no satisfactory or sufficiently thorough preliminary examination into the homes or the character of those who make application for the care of children. The result of careful inquiry would prevent the surrender of children to persons unfit to be invested with their training. The appointment of placing out agents by county superintendents has a tendency to insure greater care in the investigation of proposed homes, and when, in addition to this preliminary work, the homes are afterwards visited by inspectors of this Board, the possibilities of abuse are minimized.

More than 400 children were placed out by superintendents and overseers of the poor during the year, besides as many more placed out by various charitable societies and agencies. These homes should be under constant supervision by the local authorities and others responsible for the care of the children, and should be visited at least once each year by a State inspector, and in some cases a number of times, but an examination into the condition of the children, and a determination of the character of their foster homes, require more time and a greater number of inspectors than is at present available. This Board, therefore, now examines into the condition of all children placed out by county superintendents and other public officers. Its work will be extended so as to cover every child ward of the State of New York, placed out in a foster home, as soon as appropriations are made for this purpose. The necessity of additional inspectors is therefore apparent.

DEPARTMENT OF INSPECTION.

Inspection Statistics for the Year 1903-4.

The following table summarizes the work of inspection during the year ending September 30, 1904:

| INSPECTION STATISTICS FOR THE YEAR 1903-4. | | | |
|--|-----------------------------|----------------|--------|
| General Inspections | Special Inspections. | Visits. | Total. |
| 446 | 165 | 749 | 1360 |
| General Inspection Reports | Special Inspection Reports. | Other Reports. | Total. |
| 412 | 176 | 33 | 621 |

The above table shows a total of 446 general inspections and 165 special inspections, a total of 611. A general inspection

of practically every institution and society in the Department has been made for the first time in its history, and all the licensed dispensaries in the State have been inspected as to the extent of their compliance with the rules established by the Board pursuant to the provisions of Chapter 368, Laws of 1899. Sixty-two general inspections of dispensaries have also been made in addition to the above and in the Western District a second general inspection has been made of 35 institutions. Besides their work for this Department, two of the inspectors have devoted considerable time to special work in connection with the Department of State and Alien Poor, Inspector Lechtrecker having given more than two months to a special examination of the accounts of the Superintendent of the Poor of Ulster County, and to the subsequent investigation of these accounts by the Board of Supervisors of that county.

The chief features and results of the work of the year may be summarized as follows:

1. More emphasis has been laid upon the necessity for thorough and frequent inspection of the institutions in this Department, particularly those which are less well managed, and as a result the number of inspections has increased 50 per cent. during the year.

2. The scope of general inspections has been enlarged so as to coincide with the requirements of the State Charities Law and to include every department of institution management, particular attention being given to the matters of compliance with the Public Health Law and the rules of the Board, fire protection, and educational work.

3. The institutions in this Department have been reclassified for purposes of inspection and the assignment of inspectors to the institutions modified, so as to secure a woman inspector for all institutions or divisions of institutions exclusively for women or girls. Where desirable, the larger institutions have been divided for purposes of inspection with a view to equalizing the work of the inspectors, into two departments, in accordance with the above principle.

4. The inspection reports have been studied, assigned to classes and transmitted to the Boards of Managers with a view to securing wherever possible certain definite improvements in the institutions affected by these reports. To this end, a new classification of the inspection reports has been made whereby those showing practically no defects are placed in a class by themselves, which is designated "Class 1," and it is hoped by creating this class to give a healthful stimulus to the work of improvement and to arouse emulation among the officers and managers of the institutions supervised by this Department.

5. As the work of this department is related to that of the local departments of public safety, fire and health, at certain points, the Board has endeavored to coöperate with these departments in securing adequate protection against fire for the residents of institutions, and full compliance with the provisions of the Public Health Law. Accordingly reports, or parts of reports, which show serious deficiencies in the matter of fire protection or compliance with the Public Health Law are sent to the proper local officials, who have usually taken action where it has been within their power to do so.

6. The system of records, daily and other reports in use in this Department has been extended so as to cover the work of each inspector, and has also been simplified as much as possible. The inspectors have been required to plan their trips so as to visit several institutions in a given locality when in that vicinity, and so secure a maximum number of inspections with a minimum expenditure of time and money.

7. As a result of the increased number of inspections and the broader scope of investigation a considerable amount of information has been secured in regard to the institutions and dispensaries in this Department, which affords a basis for more intensive work another year. With this data at its command the Department will be able to do more direct and effective work in the line of securing better conditions in the institutions under its supervision and to give special attention to the weaker and more imperfect ones—those whose reports have been assigned to Class 3 as showing serious defects.

Conditions Found in Institutions Visited.

The general condition of the institutions inspected by this Department is best shown in the disposition made of the inspection reports received during the past year. Of the 605 general and special inspection reports considered by the Eastern and Western District Committees respectively, 38 have been placed on file, 40 have been placed in Class 1 as showing practically no defects, 384 have been placed in Class 2 as showing few or minor defects, and 143 have been placed in Class 3 as showing serious defects. It is apparent, therefore, that nearly one-fourth of the institutions and dispensaries examined during the year were below the standard which the Board desires. It should be remembered, however, that this standard is rightly a very high one and that a report upon an institution which may be excellently managed and equipped in most respects may yet be placed in Class 3 because of a failure to comply with some important provision of the Public Health Law, the laws affecting fire protection, or the rules of the Board. It should be noted, too, that a large number of the reports upon institutions were placed in Class 2 because of some small or temporary defect which alone prevented their being placed in Class 1. Practically all the reports show that improvements have been made since the last inspection, some of them extensive and thoroughgoing. It is evident, therefore, that gratifying progress is being made in securing the results for which the Department was created, but that much remains to be accomplished particularly in the cases of those institutions whose reports have been assigned to Class 3.

Private Business Enterprises Doing Public Charitable Work.

The Attorney-General of the State on September 15, 1904, rendered an opinion in regard to certain individuals and corporations engaged in charitable work, which are apparently private business enterprises but are employed by the proper poor law officers to care for public charges and are in receipt of money from public sources. The substance of the Attorney-General's opinion is that where business corporations or private individuals are employed

by a public officer to care for, support or maintain one or more persons at public expense, the service must be rendered pursuant to rules established by the State Board of Charities and that this Board has all powers of inspection necessary to enable it to know whether its rules are complied with. In accordance with this opinion, the Department will continue to inspect a number of institutions, chiefly private hospitals, in regard to which the Board had some doubt as to its authority to inspect.

Licensed Dispensaries.

The work of these dispensaries is of more than casual interest and importance in view of the fact that such work is more extensively carried on in this State than in any other part of the country, that here it is more highly organized and developed and that here as in no other State dispensaries are licensed and regulated by the State Board of Charities. The system has now been in operation for more than five years, and certain features and results of its workings are set forth herewith.

On October 1, 1903, there were 123 licensed dispensaries in the State. Four dispensaries have ceased work since that date and no new licenses were issued during that year. Since October 1, 1904, licenses have been issued to the Italian Benevolent Society to conduct a dispensary at 169 West Houston Street, Borough of Manhattan, New York City—license granted October 12, 1904—and to the Bedford Guild, 962 Bergen Street, Borough of Brooklyn, New York City—license granted December 21, 1904. Of the 123 dispensaries which were open during a whole or part of the year ending September 30, 1904, 20 were in receipt of public money directly—\$11,032.40 in all—61 were connected with other charities in receipt of public appropriations and 42 were supported wholly by private contributions. The total property, real and personal, of the 81 dispensaries in receipt of public funds and reporting annually to this Board was \$1,175,436.56, October 1, 1904; their total indebtedness on the same date, \$69,006.40; their total receipts for the year ending September 30, 1904, \$125,465.95; and their total expenditures, \$105,971.62.

Supervision of the 123 licensed dispensaries in operation in this State has been much more active during the year than for a few years past. One or more special inspections of every dispensary in the State and general inspections of 62 dispensaries in addition to the above have been made.

Compliance With Dispensary Rules.

During the year the inspector of dispensaries has made a special investigation as to the extent of compliance with the rules of the Board adopted pursuant to chapter 368 of the Laws of 1899 affecting the management of all licensed dispensaries. Four out of the 123 licensed dispensaries in operation at the beginning of the year have been closed, and the following table shows the extent of compliance with the various provisions of the rules on the part of 119 dispensaries remaining:

| RULES. | | Yes. | No. | In Part. | Not Applicable. |
|--------|--|-------|-------|----------|-----------------|
| I. | Public notice posted..... | 117 | 2 | ..... | ..... |
| II. | 1. Registrar..... | 118 | ..... | 1 | ..... |
| | 2. Deputy (not required)..... | 44 | 75 | ..... | ..... |
| | 3. Makes and preserves records..... | 114 | 3 | 2 | ..... |
| | 4. Receives applicants..... | 117 | 1 | 1 | ..... |
| | 5. Sees that rules are enforced..... | 18 | 2 | 99 | ..... |
| III. | 1. Examines all applicants..... | 116 | 3 | ..... | ..... |
| | superficially 34 | | | | |
| | fairly well 31 | | | | |
| | thoroughly 54 | | | | |
| | are any refused admission..... | 87 | 32 | ..... | ..... |
| | a. Emergency cases admitted..... | 119 | ..... | ..... | ..... |
| | b. Poor applicants admitted..... | 119 | ..... | ..... | ..... |
| | c. Doubtful cases admitted upon signing representation card..... | 90 | 28 | ..... | 1 |
| | d. Subsequent investigation made..... | 41 | 76 | ..... | 2 |
| | e. Results of investigation filed..... | 32 | 85 | ..... | 2 |
| | f. Non-signers refused admission..... | 100 | 18 | ..... | 1 |
| | 2. Representation cards in proper form..... | 113 | 6 | ..... | ..... |
| | 3. a. Pass cards issued..... | 119 | ..... | ..... | ..... |
| | b. Penalty printed thereon..... | 110 | 4 | 5 | ..... |
| IV. | 1. Matron..... | 117 | 2 | ..... | ..... |
| | 2. Cleanliness and order preserved..... | 115 | 4 | ..... | ..... |
| | 3. Present at gynaecological examinations..... | 89 | 3 | ..... | 27* |
| V. | 1. Contagious diseases excluded..... | 119 | ..... | ..... | ..... |
| | 2. Registrar prevents exposure..... | 119 | ..... | ..... | ..... |
| | 3. Registrar reports to health authorities..... | 118 | 1 | ..... | ..... |
| VI. | 1. Clinical or other instruction given (Instruction permitted by rules)..... | 28 | 91 | ..... | ..... |
| | 2. Treatment conditional thereon..... | ..... | 28 | ..... | 91 |
| | 3. Consent of patient obtained..... | 27 | 1 | ..... | 91 |
| VII. | 1. Apothecary (not required)..... | 107 | 12 | ..... | ..... |
| | 2. Licensed or medical graduate..... | 104 | 3 | ..... | 12† |
| | 3. Appointed under Civil Service rules..... | 8 | ..... | ..... | 111‡ |
| VIII. | 1. Board of Health ordinances observed..... | 119 | ..... | ..... | ..... |
| | 2. Minute made before September 30..... | 45 | 74 | ..... | ..... |
| IX. | 1. Seats for all applicants provided..... | 107 | 12 | ..... | ..... |
| | 2. Sexes separated in a. waiting rooms..... | 85 | 32 | 2 | ..... |
| | b. treatment rooms..... | 102 | 17 | ..... | ..... |
| | 3. Suitable equipment and supplies..... | 109 | 8 | 2 | ..... |

*Such examinations not held in these dispensaries.

†No prescriptions compounded in these dispensaries.

‡Applies only to 8 dispensaries connected with municipal hospitals in New York City.

It will be seen from the above that with 24 of the 31 requirements of the dispensary rules compliance is practically complete, that in 4 of these provisions compliance is fairly good and that in 3 matters, those requiring an investigation to be made as to the ability of doubtful applicants to pay for their treatment, the filing of results of these investigations and the making of a minute showing observance of the ordinances and orders of the Board of Health, compliance is lax and unsatisfactory. This is probably due, in some measure, to a misunderstanding of the requirements of the Board, it being sometimes understood by the managers that an officer or employe of the dispensary is required to make the investigation contemplated in the rules. The chief object of the rule requiring the filing of a minute showing compliance with the local sanitary regulations, namely, to bring to the attention of the managers the question of proper hygienic arrangements seems to be equally not understood.

Some of the showings of this table are very satisfactory. 114 out of 119 dispensaries examined are keeping reasonably complete records of their work. In 54 cases the examination by the registrar of applicants for treatment is reported as being done thoroughly, and in 31 additional cases as being done fairly well. In only 34 cases is the work reported as being done superficially. As this is perhaps the crucial point in the proper administration of dispensaries viewed from the social standpoint, this showing is encouraging though by no means all that could be desired. Continued emphasis upon this point will be necessary for some years to come.

In 87 dispensaries obviously well-to-do applicants are refused admission by the registrar after questioning but without further formality, while in 100 dispensaries where the registrar is still in doubt as to the applicant's ability to pay, persons unwilling to sign representation cards are refused treatment. In 90 out of 119 dispensaries, doubtful cases are admitted only upon signing representation cards. This would seem to indicate that the doors

of the dispensaries in the State are reasonably well guarded in the large majority of cases, that they are partially protected in most of the remaining instances and that they are not wholly unguarded except in a very small number of cases. In all but two of the dispensaries a matron is employed, cleanliness and order are maintained in all but four, and in only three cases the matron is not present at gynecological examinations where such are held. In only three dispensaries is the apothecary unlicensed or not a medical graduate, and in every dispensary compliance with the local ordinances of the Board of Health is reported as complete. All but 10 of the dispensaries are reported as having suitable equipment and supplies, and in practically all of them seats are provided for every applicant, and in the great majority of them the sexes are separated both in the waiting and in the treatment rooms.

It is interesting to note that the facilities of but 28 dispensaries are used for the purpose of giving medical instruction, and in none of these is the treatment given a patient conditional upon his willingness to submit to an examination before a class. Another item of interest is the fact that but 12 dispensaries are without an apothecary as a regular officer or employe of the dispensary, and that in only three cases such apothecary is not a licensed pharmacist or a medical graduate.

The effect of this special inquiry is already evident in the increased interest of managers and officers of certain dispensaries in the requirements of the rules and greater effort on their part to comply therewith. With this data as a basis and starting point, definite efforts to inform the management of these dispensaries in regard to the requirements of the Board can be intelligently and effectively made, and should result in much better compliance with those rules which are at present laxly observed.

Table Showing the Work of the Licensed Dispensaries in this State for the Years 1903 and 1904.

| NUMBER OF PERSONS TREATED. | No. of dispensaries. | 1903. | No. of dispensaries. | 1904. |
|---------------------------------|-------------------------|-----------|-------------------------|------------|
| Manhattan..... | 60 | 861,021 | 61 | 860,214 |
| Brooklyn..... | 31 | 115,248 | 29 | 110,480 |
| Bronx, Queens and Richmond..... | 5 | 4,662 | 5 | 9,646 |
| Total, New York City..... | 96 | 980,931 | 95 | 980,340 |
| Outside of New York City..... | 28 | 28,929 | 28 | 28,994 |
| Grand total entire state..... | 124 | 1,009,860 | 123 | 1,009,334* |
| NUMBER OF TREATMENTS. | | | | |
| Manhattan..... | 60 | 2,389,993 | 61 | 2,397,838 |
| Brooklyn..... | 31 | 282,394 | 29 | 289,678 |
| Bronx, Queens and Richmond..... | 5 | 23,283 | 5 | 29,456 |
| Total New York City..... | 96 | 2,695,670 | 95 | 2,716,972 |
| Outside of New York City..... | 28 | 100,239 | 28 | 108,677 |
| Grand total entire state..... | 124 | 2,795,909 | 123 | 2,825,649 |
| NUMBER OF PRESCRIPTIONS. | | | | |
| Manhattan..... | 60 | 1,910,956 | 61 | 1,930,489 |
| Brooklyn..... | 31 | 200,247 | 29 | 188,017 |
| Bronx, Queens and Richmond..... | 5 | 15,331 | 5 | 18,402 |
| Total New York City..... | 96 | 2,126,534 | 95 | 2,136,908 |
| Outside of New York City..... | 28 | 47,043 | 28 | 49,198 |
| Grand total entire state..... | 124 | 2,173,577 | 123 | 2,186,106 |

As compared with the preceding year, the figures for 1904 show a decrease in the *number of persons treated* in dispensaries in Manhattan and Brooklyn, but an increase in the boroughs of The Bronx, Queens and Richmond and in the balance of the State. The totals for the entire State, however, show a decrease of 526.

The *number of treatments given*, however, increased in all divisions of the State, the total increase being 29,740.

The figures in reference to the *number of prescriptions* issued show an increase in all parts of the State except Brooklyn, where a marked decrease of more than 12,000 is recorded—not sufficient, however, to offset the increase in all other parts of the State, the total showing a net increase of 12,529.

There has been, as the table shows, a consistent and easily explained increase under all the above headings—persons, treatments and prescriptions—in the outlying boroughs of New York city and also in the cities of the State outside of New York, in both of which localities the population is increasing rapidly and dispensary work has been little developed hitherto. These condi-

tions doubtless account in large part for the uniform increase in the amount of dispensary work in these particular sections of the State. Of the total increase of 5,049 in the number of persons treated in dispensaries in these localities, most of it appears in the borough of the Bronx, where the dispensaries show an increase of 4,984 persons, or more than 98 per cent. of the entire increase. There has been no increase in the number of dispensaries in these localities, but existing ones have been doing a larger amount of work.

In the borough of Brooklyn there has been a marked falling off in the number of different persons treated and in the number of prescriptions, but an increase in the number of treatments, while in Manhattan the number of persons treated decreased slightly and the number of treatments and prescriptions increased markedly. The closing of a number of dispensaries in Brooklyn helps to explain the reduction there, and the increase in the amount of dispensary work throughout the State without increasing, but in fact reducing, the number of beneficiaries, indicates that more care is exercised in admitting applicants; that more and probably better treatment is being given the reduced number of beneficiaries; that there is a tendency for dispensary work to become centralized in a few large dispensaries rather than in a large number of small ones, and that a process of centralization geographically is also going on simultaneously. Thirty-three dispensaries, or about 25 per cent. of the total number, treated 815,431 different persons during the year, or more than eighty per cent. of the total number so treated in the entire State. In other words, 33 dispensaries of some size gave treatments to more than four times as many persons as did the remaining 90 dispensaries. Thirty of these 33 dispensaries were located on Manhattan Island and gave treatment to 770,538 different persons, or nearly four times as many as the remaining 93 dispensaries in other parts of the city and State. Similar results are obtained from an analysis of the figures showing the total number of treatments and prescriptions.

Homes for the Aged

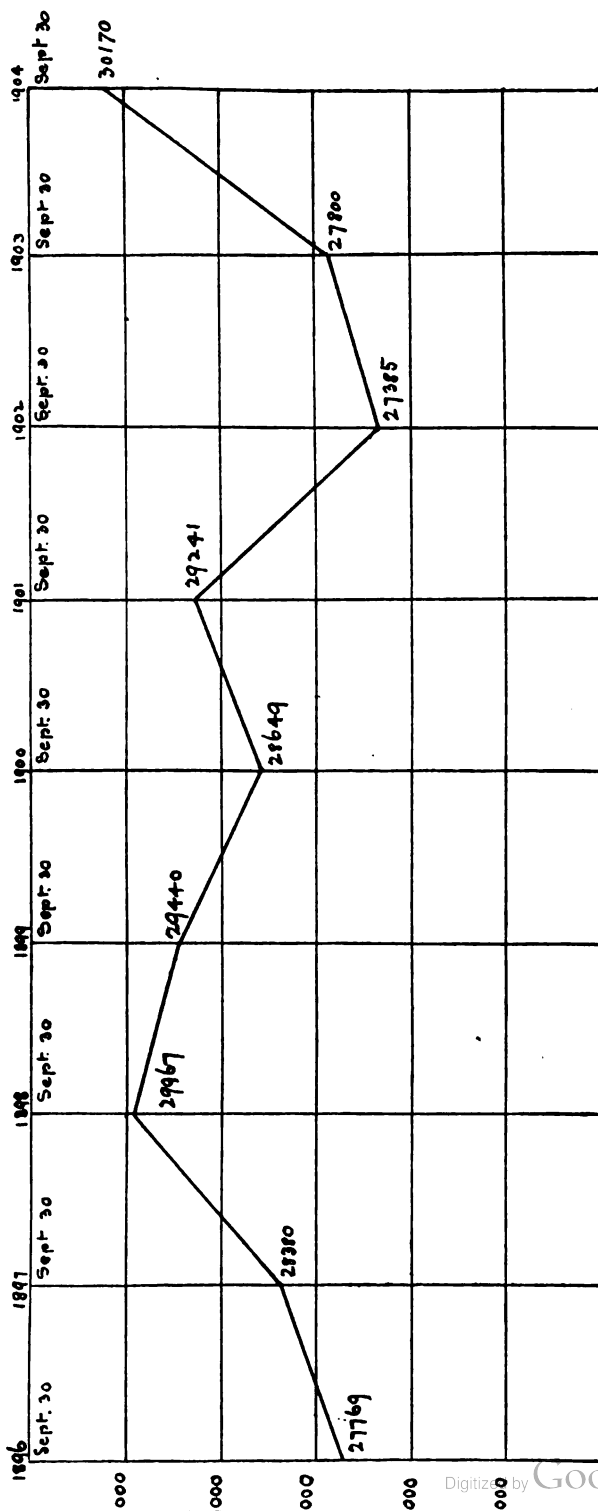
Insufficient provision is made for destitute but respectable aged persons in certain parts of the State. Of the 17 homes for the aged visited by the inspectors of this department, but 2, with a total capacity of 9 and 42 beds, respectively, are located in the territory lying between New York city and Ogdensburg and east of Syracuse, and 1 of these is for aged deaf-mutes only. In this territory is included more than one-half the area and a large fraction of the population of the State. In this region are a few private homes for aged persons, none of them large, and those under Protestant management being as a rule of small size. These Protestant homes report every bed occupied and a long waiting list of applicants for admission. While it is undesirable to multiply institutions, an enlargement of the existing homes for the aged under Protestant management in the region under consideration seems to be much needed.

Dependent Children Census.

The number of dependent children in the homes throughout the State which are in receipt of public money is always large, as the following table, giving the population of these institutions on September 30th of each year from 1896 to 1904 will show:

| YEAR. | Number of institutions. | Total population. | Number as com- pared with Sept. 30, 1896. |
|-----------|----------------------------|----------------------|---|
| 1896..... | 119 | 27,769 | ..... |
| 1897..... | 121 | 28,380 | 611 increase |
| 1898..... | 123 | 29,967 | 2,198 increase |
| 1899..... | 123 | 29,440 | 1,671 increase |
| 1900..... | 122 | 28,649 | 880 increase |
| 1901..... | 121 | 29,241 | 1,472 increase |
| 1902..... | 121 | 27,385 | 384 decrease |
| 1903..... | 119 | 27,800 | 31 increase |
| 1904..... | 119 | 30,170 | 2,401 increase |

The following diagram shows graphically the movement of population during this period:



Increase in Population of Homes for Children.

Throughout the year there has been a constant increase in the population of the 119 homes for children supervised by this department. At the close of the fiscal year, September 30, 1903, there were 27,800 children cared for in these homes. On April 1st, the middle of the year, the number had risen to 28,973, an increase of 1,173, and on October 1, 1904, the population of these homes had increased to 30,170, the highest figure on record, and a figure approached only by the high-water mark of 29,967, September 30, 1898. This population and increase is distributed as follows:

| | September 30, 1903. | September 30, 1904. | Increase. |
|------------------------------|------------------------|------------------------|-----------|
| Manhattan and Bronx boroughs | 14,902 | 16,140 | 1,238 |
| Brooklyn borough | 5,633 | 6,449 | 816 |
| Balance of State..... | 7,265 | 7,581 | 316 |
| | <hr/> | <hr/> | <hr/> |
| Totals..... | 27,800 | 30,170 | 2,370 |
| | <hr/> | <hr/> | <hr/> |

During the twelve months covered by the above figures there were 1,495 more admissions and 470 fewer discharges than during the preceding year.

The reasons for this increase are not wholly plain, but several contributing causes may be at work. Among those that suggest themselves are: 1. The exceedingly cold winter of 1903-4, which caused much poverty, suffering and sickness, resulting in many deaths. 2. The large number of strikes and lockouts, which, with the paralysis of some lines of business which followed—notably in the building trades—reduced many self-supporting families to want. 3. The increase in immigration following a sharp cut in steerage rates on the part of the steamship companies. 4. The inadequacy of the established agencies for placing children in families to the task of finding suitable families to care for the thousands of children in institutions who are apparently suited to family life and without relatives having claims upon them. 5. The existence of large numbers of conveniently located institutions, which, in itself, is a constant

invitation to the poor to shift the burden of caring for their children from their own shoulders to those of the institution.

Measures for Diminishing the Population of These Homes.

While this increase seems to be due in large part to special causes which neither the institutions nor the committing officer is able to regulate or modify, it affords an excellent opportunity for taking measures to diminish, so far as is practicable and desirable, the number of dependent children supported by the community in these various homes, and for using every available means to prevent the commitment or retention in institutions of children for whom other provision is both possible and desirable. The authority over these children vested in the committing poor law officers in their respective localities should be exercised more constantly and intelligently in the direction of securing suitable family homes, for such children as have no relatives with claims upon them and are not physically or mentally disqualified for family life. The recent inquiries of this Board into the status of long-term inmates shows clearly that a considerable number of such children are to be found in every orphan home of any size in the State, and their prompt transfer to family homes would materially reduce the population of such asylums. In a few localities such steps are being taken at the present time. More care should be exercised also to hold the parents and relatives of children responsible financially for their care while in such institutions by requiring payment for their support in whole or in part, according to the ability of the parent or relative, as is now done in some parts of the State. Adequate provision on the part of the State for the care of crippled, defective and Indian children would also, in many instances, enable the institutions for destitute children to reduce the number of inmates and would secure more specialized care for these classes of children. It is possible, too, that the transfer of small children from infant asylums to other institutions upon their reaching the age of five years is too easily made at the present time, and that greater effort to secure other provision for such of these

younger children as are without relatives and are of an age best suited to placement in families should be put forth.

The most effective means to reduce the number of dependent children cared for in institutions would probably be to increase and strengthen coöperation between the institutions and existing agencies for placing out children. If the institutions which do not maintain a placing-out bureau and staff of their own would send out on the first of every month to one of the placing-out bureaus under the management of a corresponding religious faith a list of the full orphan or abandoned children present on that date who were without disqualifying physical defects or relatives having claims to them, the Bureau could then proceed to find suitable family homes for such children. The Catholic Home Bureau reports a greater number of approved applications for children than the Bureau is able to supply, in spite of the fact that much care in sifting out undesirable applicants is taken. A large number of institutions do not avail themselves of the facilities which these agencies afford, while others look doubtfully upon such work because of certain cases of improper placing of children which have come to their notice, or for other reasons. The children that certain other bureaus receive and place in families are obtained for the most part from sources other than institutions, and the work of these bureaus, therefore, affects only indirectly the number of children found in institutions at the present time.

The situation, therefore, seems to be that there are very few agencies for placing children in families in operation in this State; that some of the largest of those which exist are taking out of institutions only a small number, if any, of the children whom they place in families; and that the facilities of the very few agencies which obtain most of their children from institutions are not used by as many institutions of the same religious faith as is to be expected and desired. So long as these conditions prevail, while the claims of religion and philanthropy and in some instances the desire to receive the public moneys appro-

priated for maintenance of children, tend to prolong the retention of the child, it is to be expected that the State will face periodically a startling increase in the number of destitute children in institutions.

The Placing of Children in Families.

The attention of the Department has been called to several instances of placing of children from orphan asylums in family homes where insufficient care in the selection of the home had been exercised by the asylum authorities, with the result that certain children were given to improper persons. In some instances the methods of institution officers in placing children in homes, as observed by the inspectors of this Department, do not appear to have been sufficiently thorough, particularly in the matter of investigating the character of the prospective home and of the applicants for a child. With many institutions it is not the invariable rule, or even the usual custom, either to secure from independent sources, that is, from persons whose names are *not* given by the applicant for a child, references as to the character and circumstances of the persons applying for children, or to have the prospective home visited previous to placing a child there. Nor is the home always thoroughly examined by a person of good judgment and experience in this work as a condition precedent to placing a child.

Nor does it seem to be well understood at the present time that unless the utmost care is exercised in the selection of the homes this method of providing for the care of dependent children is not merely unsatisfactory, but wellnigh criminal. Nowhere in the field of charity is poor work so deplorable in its results as in this matter of selecting a child's environment for that period of his life when body, mind and character are receiving the training that will make or unmake them—yet this careless method of placing children seems to be the rule, although there are a few notable exceptions. This lack of thoroughness is not peculiar to any class of officials, but is usually found where the work of placing children is undertaken as an incidental labor by persons whose time is expected to be given chiefly if not wholly to other

duties. The superintendent of an institution is not in a position to investigate with the necessary care. His duties to the institution demand practically his entire time and attention, and he has no sub-agent of experience to whom this work may be assigned. This specialized work could be left to such agencies as the Catholic Home Bureau, the Children's Aid Society and the Placing-Out Department of the State Charities Aid Association, which have the facilities for investigating prospective homes and the experience necessary to the best selection of such homes. It is not desirable that it should be undertaken by orphan asylum societies organized for and devoting their attention chiefly to other purposes and without adequate staff or facilities for doing placing-out work. One or two of the larger homes for children in this State, however, appear to be maintaining well-equipped placing-out bureaus in connection with the institution and to be carrying on extensive placing-out work along approved modern lines.

Compliance With the Public Health Law.

The reports of inspectors in regard to the observance of the Public Health Law are much more satisfactory. In a majority of the homes for children the physician examines newcomers upon admission, places them in strict quarantine, proper record of the same being made, and discharges them therefrom at the expiration of the quarantine period. Monthly examination of the children and premises are made as required by the law. Passageways of two feet between the beds in dormitories are usually found, as are also health board permits where the air space per bed is less than 600 cubic feet.

There is a less degree of compliance than is desirable with certain provisions of the law, however, notably those requiring that incoming children be placed in strict quarantine and that monthly medical examinations of the children and premises and reports thereon be made and filed. It is reasonable to expect wellnigh universal observance of these important provisions of the law which are designed to protect the home from the introduction of contagious and other diseases and to conserve the health of the children

after admission. Observance of the quarantine provision is most difficult and consequently less general in the small institutions, whose facilities and resources are meager, making it difficult to provide the necessary rooms and attendants, but these cases are comparatively few. The cases of neglect to make monthly medical examination and reports are also very few—12 out of 106 institutions examined as to compliance with the Public Health Law during the past year—and are usually found where the physician of the home is a busy man with a large practice, who serves the home gratuitously or for a nominal consideration and does not feel able to devote the necessary time to making such examinations and reports. This difficulty is largely overcome by the use of the printed blank for the physician's monthly report, which this Board supplies gratis and which reduces the labor of making such reports to a minimum. It would be desirable in those cases to appoint a younger and less busy practitioner, who could give the requisite amount of time to his duties, and pay him sufficient remuneration therefor, thus insuring more individual attention to the children.

There is urgent need for a more thorough and painstaking attention to the physical wants of the individual child, which are likely to be overlooked when he is merely one of a large group of children, and for a regular medical and physical examination of all children in these homes, particularly the larger ones. This examination should be of broader scope than the literal requirements of the Health Law, and include such matters as the condition of the sight, hearing, teeth, muscles, throats and vital organs of the children; their height, size and weight, as compared with the accepted standards; their strength and endurance as determined by suitable tests; the dietary of the home and its suitability to the physical requirements of each individual child, and kindred matters. An intelligent study of the physical needs of the children in institutions, who are, as a rule, in an impoverished condition physically when admitted, and the adoption of sensible measures to meet those needs would, it is safe to say, result in a marked improvement in the dietaries of these homes,

in the correction of defects in sight, hearing and in the vital organs, and an increase in the strength, endurance and general health of the children.

Educational Work in Homes for Children.

The reports of inspectors show that an improvement in the educational work carried on in connection with the 124 homes for children which were examined as to their school facilities during the past year is possible and desirable. Of the 27,583 children in these institutions at the time of inspection 23,260 were receiving instruction either in schools or shops and 4,323 were not being instructed. Of the 23,260 children receiving instruction, 20,070 were attending regular classes in the institution, 2,622 were attending the public schools, 67 the parochial schools, and 501 were receiving industrial or other training but not in regularly organized classes. In but 69 of the 124 schools was any kind of industrial training given; in only 18 were manual training classes carried on, and in only 10 of them was instruction in any of the trades given.

Twenty thousand and seventy children attending school in the institution were instructed by 492 teachers, with an average of 37 children to each instructor in the common school classes and 36 in the kindergarten classes. Of these 492 teachers, 249 were paid and 243 were unsalaried, 17 were graduates of a high school only, 72 of normal schools and 9 of colleges or universities; 79 held first-grade certificates, 26 second-grade, 24 third-grade, and 3 fourth-grade or a license, while 262 had no certificates or high school, normal, or college training. Thirty teachers had less than a year's experience; 30 from one to two years; 34 from two to three years; 75 from three to five years; 144 from five to ten years, and 179 ten or more years. Ninety-two schools were graded, 11 ungraded. Standard text-books were in use in 102 of 119 schools, and in the case of only 28 schools a regular examination by some competent outside authority was established.

Hospitals.

One hundred and thirty-three general and special hospitals under private management, but in receipt of money from public sources for the care of indigent patients are subject to inspection by this Department. Most of these are general hospitals, and a few are special infirmaries for the care of maternity cases, incurables, consumptives and the like. At least one inspection of each hospital has been made during the past year, and the inspector's reports show a large number of major improvements, particularly in the matter of fire protection. The more notable improvements in fire protection in these hospitals have been along the line of compliance with the law—Chapter 381, Laws of 1895—requiring that iron stairway fire-escapes be provided on all buildings not of fireproof construction used for hospital purposes. A number of hospitals, most of them in cities of the second or third class, have provided, upon recommendation by this Board, suitable escapes for the first time, or have replaced existing ladder escapes with iron stairways such as the law requires.

An unfortunate situation which was widely noted a year ago, viz., the necessity which compelled a number of the private hospitals in New York city to draw upon invested funds for running expenses, has continued during the present year and presents a serious problem to the managers of these hospitals and to the public. One hospital has been compelled to close because of financial difficulties and several others have been obliged to discontinue certain departments of their work. It is hoped that further curtailing of hospital work will not be necessary, but that adequate support for these hospitals may be forthcoming.

Fire Protection.

During the year the Department has increased its efforts to secure adequate protection for the residents in all charitable institutions subject to its inspection, and complete observance of all statutes prescribing measures to be taken by the managers of institutions with a view to affording protection against fire

and its attendant dangers. In this work the Board has had the expert advice and coöperation of the officers of local fire departments to whom have been referred all inspection reports which show a failure on the part of the institution to comply with any of the statutes or city ordinances governing the matter of fire protection, or any apparent deficiencies in fire protection not covered by statute or ordinance.

During the past year 339 institutions have been examined as to the protection afforded buildings and occupants in the event of fire and the inspectors' reports have in 27 cases been referred to the local fire department for consideration. These examinations have covered the following matters:

1. Height and material of buildings and whether of fireproof construction or not.

2. Number and location of interior stairways and whether fireproof or not.

3. Number, location and construction of outside stairways and fire-escapes and if same can be reached easily.

4. Fire alarm connection. Date of last inspection of institution by local fire department.

5. Number and location of standpipes; length and condition of hose and how often tested.

6. Number and location of portable fire extinguishers, hand grenades, fire pails, etc.

7. Organization and practice of fire drills.

8. Whether night patrol service is established with use of watchman's clock.

9. Protection given swinging gas jets and other heating or lighting fixtures in proximity to woodwork, etc.

10. Presence of rubbish, particularly in attics, cellars, etc., or of oils, inflammable liquids, etc., and care given same.

In 65 of the institutions examined during the year protection against fire was reported as entirely complete; in 153 as reasonably adequate; in 82 as slightly deficient, and in 39 as seriously deficient. The following table shows the exact conditions found in these institutions under the above headings:

Buildings:

| | |
|---------------------------|-----|
| Brick or stone..... | 261 |
| Frame | 30 |
| Both constructions | 28 |
| Fireproof | 28 |
| Partially fireproof | 37 |
| Non-fireproof | 274 |

Interior Stairways:

| | |
|---------------------------|-----|
| Fireproof | 63 |
| Partially fireproof | 16 |
| Non-fireproof | 260 |

Outside Escapes:

| | |
|--------------------------------|-----|
| Iron ladders or stairs | 240 |
| Wooden ladders or stairs | 30 |
| No ladder or stairs* | 69 |

Fire Alarm Connection:

| | |
|----------------------|-----|
| By telephone | 83 |
| By alarm box | 212 |
| By other means | 2 |
| No connection† | 42 |

Interior Facilities:

| | |
|---------------------------------------|-----|
| Standpipes provided | 121 |
| Chemical extinguishers provided | 218 |
| Fire pails provided | 173 |
| Hand grenades provided | 41 |
| No interior facilities provided | 21 |

Fire Drills:

| | |
|-----------------------------------|-----|
| Organized and practiced..... | 141 |
| Not organized and practiced | 198 |

Night Patrol:

| | |
|-----------------------------|-----|
| Patrol made | 141 |
| Patrol partially made | 85 |
| No patrol made | 75 |
| Patrol not necessary | 38 |

* Of the buildings reported as entirely without exterior fire-escapes, 15 were fireproof and 54 non-fireproof in construction, and of the latter number, 22 were but two stories in height.

† In 16 of the institutions reported as without alarm connection, no local fire department existed.

Fire protection in institutions subject to inspection by this Department is fairly well covered by two statutes and a number of local fire regulations, particularly in cities of the first and second class, except in the case of homes for children located outside of the larger cities. The State laws are as follows:

Chapter 381, Laws of 1895, entitled "An act to protect human life," which provides for iron stairway fire-escapes on all buildings used for hospital purposes.

Chapter 201, Laws of 1901, entitled "An act providing for fire drills in the schools of this State," which requires the principal of every school of more than 100 pupils to organize and practice a drill in rapid dismissal.

These statutes, together with the local fire ordinances which affect charitable institutions in the twelve principal cities of the State and the requirements of the Board as to fire protection, have been collected by the Department and will be printed in the Board's Manual during the coming year.

In the case of homes for children, a large proportion are located outside the fire limits of large cities and consequently do not come under the provisions of adequate city ordinances and are not affected by existing State laws, except that requiring fire drill. For these homes further legislation of a reasonable character similar to the law requiring fire-escapes on buildings of State institutions (Chapter 535, Laws of 1895) would seem to be appropriate at this time. In the fortunately few cases where fire has occurred in homes for children during the past year, these homes were located in large cities where local ordinances prescribed means for adequate protection, and in these and other instances loss of life was averted because of these provisions and the admirable discipline made possible by the regular practice of fire drills.

Reasonable legislation providing for outside iron fire-escapes on dormitory buildings more than one story in height, and for the practice of fire drills in all homes for children in this State, should be enacted.

FIFTH NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

The Fifth New York State Conference of Charities and Correction was held at Syracuse November 15th to 18th, 1904, with Robert W. Heberd, Secretary of the Board, filling the office of President. The Conference was well attended, over four hundred delegates being present, and interest was sustained throughout its sessions. The local committee, of which Hon. Charles Andrews was Chairman, gave the members of the Conference a cordial welcome to Syracuse.

Among the subjects discussed were the following: "Preventive Social Work," "Treatment of the Criminal," "Dependent, Neglected, Delinquent and Defective Children," "Institutional Care of Destitute Adults," "Care and Relief of Needy Families in Their Homes," "Politics in Penal and Charitable Institutions," and "The Mentally Defective."

The greatest interest was shown, perhaps, in the spirited discussion of the subject "Politics in Penal and Charitable Institutions," which took place on the evening of November 17th, when the Conference was honored by the presence of members of the Legislature, who participated in the discussion.

The Conference voted to meet in New York city in November, 1905, with Mr. Nathan Bijur of that city as President. The other principal officers and Chairmen of Committees are: Vice Presidents, Hon. Charles Andrews, Syracuse; Daniel B. Murphy, Rochester; R. Fulton Cutting, New York. Secretary, Hon. George McLaughlin, Albany. Assistant Secretaries, Wellington D. Ives, Albany; Hon. P. H. Bird, New York; Porter R. Lee, Buffalo. Treasurer, Frank Tucker, New York.

Committee on the Care and Relief of Needy Families in their Homes, Dr. Lee K. Frankel, New York, Chairman.

Committee on Dependent, Neglected and Delinquent Children, William Church Osborn, New York, Chairman.

Committee on the Sick and Mentally Defective, Dr. William Mabon, Albany, Chairman.

Committee on Treatment of the Criminal, Hon. Samuel J. Barrows, New York, Chairman.

Committee on Social Betterment, Thomas M. Mulry, New York, Chairman.

Committee on Enforcement of Law and Elimination of Politics in Charitable and Correctional Work, Dr. William O. Stillman, Albany, Chairman.

ANNUAL CONVENTION OF THE COUNTY SUPERINTENDENTS OF THE POOR.

The thirty-fourth annual convention of the County Superintendents of the Poor of the State of New York was held at Patchogue, Long Island, on the 28th, 29th, and 30th days of June, and July 1st, 1904. The President of the conference was Mr. Patrick Redmond, Commissioner of Charities, Watertown, N. Y.

There was a large number of representatives present from the several counties of the State. These delegates were members of the Boards of Supervisors and officials directly connected with the administration of public charity, representatives of charitable societies, as well as men and women interested in work in behalf of the poor.

The presence of so many Supervisors at these conventions will have a beneficial effect upon the administration of the almshouses of the several counties, and lead to liberal appropriations for improvements, as well as for maintenance, for the interchange of thought and experiences, as well as the papers and discussions, promotes broadness of view and a better understanding of the problems of public relief.

The following papers were read: "Immigration of the Alien Pauper," "County Hospitals and the Care of the Sick in the Almshouse," "The Evils of 'Passing Along,'" "Commitment and Care of Indigent Children," "The Legislator and Public Charities," "How to Deal with Cases of Desertion," "The Granting of Outdoor Relief," "Care of Inmates in the Almshouse," "Economy and Diversity in Almshouse Diet," "The Overcrowding of Our State Institutions for the Care of the Feeble-Minded."

Besides these papers there were a number of reports from the representatives of the Children's Aid Society, the Catholic Home Bureau, and other organizations interested in charitable work.

A constitution was presented and adopted at this meeting.

The attention of the Legislature was called to the necessity for the enlargement of the State charitable institutions designed for the idiotic, feeble-minded, and epileptic classes.

Delegates were appointed to represent the convention at the National Conference of Charities and Correction to be held in Portland, Oregon, in June, 1905, and other representatives to attend the Fifth Annual State Conference of Charities and Correction held in Syracuse, N. Y., in November, 1904.

Organization for 1904-1905.

President, John J. Kirkpatrick, Suffolk County; first vice-president, William Van Duzer, Chemung County; second vice-president, W. W. Collins, Newburgh, N. Y.; secretary and treasurer, J. W. Ives, Wyoming County.

Committee on Organization—E. B. Nichols, Jefferson County; D. W. Hitchcock, Poughkeepsie, N. Y.; Cortland Crosman, Genesee County; W. H. Townsend, Yates County; William Van Duzer, Chemung County.

Committee on Legislation—C. E. Weisz, New York city; E. B. Long, Westchester County; A. D. Smith, Essex County; D. C. Smith, Oneida County; R. S. Wisner, Ontario County.

Committee on Resolutions—L. L. Long, Erie County; F. J. Lattimore, Auburn, N. Y.; H. D. Kerr, Huntington, L. I.; D. C. Brooks, Tioga County; H. B. Parker, Jefferson County.

Committee on Topics—C. V. Lodge, Monroe County; Henry Mabie, Putnam County; Mrs. Jennie House, Erie County; William J. Doherty, New York city; Byron M. Child, Albany, N. Y.

Committee on Time and Place—William W. Collins, Newburgh, N. Y.; D. C. Grunder, Allegany County; J. W. Brown, Otsego County; William B. Smeallie, Montgomery County; William C. Acker, Steuben County.

The next convention will be held at Lake Placid, N. Y., in June, 1905.

THIRTY-FIRST NATIONAL CONFERENCE OF CHARITIES AND CORRECTION.

On June 15th, 1904, the Thirty-first National Conference of Charities and Correction met at Portland, Maine, and remained in session there until June 22nd. The President of the Conference was Mr. Jeffrey R. Brackett, Director of the Training School for Social Workers conducted by Harvard University and Simmons College, in Boston.

The meeting was an unusually successful one and there was a large attendance, particularly from New England. Over seventy were present from New York. This Board was represented by Commissioner Scanlan, who was Chairman of the Committee on State Supervision and Administration; Mr. Robert W. Hebbard, the Secretary of the Board; Mr. William B. Buck, Superintendent of Inspection, and Dr. Robert W. Hill, Inspector of State Charitable Institutions.

Among the more important topics considered were: "Children," "The Treatment of Criminals," "Needy Families in their Homes," "Defectives," "State Supervision and Administration," "Public Dependents," "Neighborhood Improvements."

The next Conference is to be held at Portland, Oregon, in July, 1905, with Rev. Samuel G. Smith, D. D., of St. Paul, Minnesota, as President.

THE STATE CHARITIES AID ASSOCIATION.

In compliance with Chapter 546 of the Laws of 1896, the State Charities Aid Association, a voluntary association, among whose objects are the visitation and improvement of charitable institutions maintained by the State or by counties, cities or towns, and the placing of destitute children in families, has submitted to the Board its thirty-second annual report, covering its work for the year ending September 30, 1904. The year's work is summarized in the report as follows:

Summary of Work of Past Year.

1. The Association's local committees have visited and maintained supervision over the almshouses and public hospitals in 43

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of the 58 counties of the State which have such institutions, including the frequent inspection of all the enormous institutions in the Departments of Public Charities and Bellevue and Allied Hospitals in New York city.

2. Eight State Charitable Institutions have been visited by the Association's 23 local visitors to these institutions, and the 14 State Hospitals for the Insane have been visited by its 56 local visitors to State Hospitals. From the central office 4 State Charitable Institutions and 10 State Hospitals have been visited.

3. Several County Committees have appeared before County Boards of Supervisors, and the Committee in New York city has appeared before the Board of Estimate and Apportionment, to state the needs of, and to urge proper appropriations for, public charitable institutions.

4. All proposed legislation relating to charities has been carefully examined, and the Association has taken an active part in coöperation with other associations, institutions and individuals in endeavoring to influence legislation which affected the welfare of the poor.

5. The Association had under the oversight of its various branches and committees on October 1, 1904, 1,138 children who had been placed in families, or were with their mothers in situations. Of these children 413 were in free homes, 162 in boarding homes, and 563 with their mothers in situations. If these children were collected in one institution, the expenditure for site and buildings would certainly be at least \$500,000, and the annual expenditure for maintenance not less than \$100,000. Under the present plan, there has been no expense for land or buildings, and only about \$12,000 per year for placing-out and subsequent supervision. The superior advantages of family life for these young children are not less marked and are far more important to the community than the incidental economy of the plan. The work for children has been carried on by the following committees and branches:

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a: The Placing-out Committee has found permanent free homes in carefully selected families for 73 destitute children, nearly all of whom were public charges, and has exercised a careful supervision over these children and over those placed-out in preceding years. The total number placed in families by the Committee from August, 1898 to September 30, 1904 is 430.

b: Through County Committees, supplemented by the Placing-out Agency, the Association has maintained a friendly visitation over some of the dependent children placed in families by public officials in Allegany, Nassau and Rockland counties.

c: The Committee on Providing Situations in the Country for Destitute Mothers with Infants secured 526 situations for homeless women with their babies during the year, and had 826 mothers with babies under its care.

d: The Newburgh Agency for Dependent Children, maintained by the Association's Committee in the City of Newburgh, visited and maintained an effective oversight over 67 destitute children from that city, placed in families either by the Agency, or, before its establishment, by the Almshouse Commissioners, and investigated 13 applications for the admission of children to the Newburgh City Children's Home.

e: The Columbia County Agency for Dependent Children assists the Superintendent of the Poor of Columbia county in the investigation of the circumstances of children who are, or sought to be made, a charge on the County. As a result of the work of this Agency the number of children maintained by the County in private institutions has been reduced from 98 at the beginning of the year 1901, to 42 on September 30, 1904.

f: The Joint Committee—State Charities Aid Association and New York Association for Improving the Condition of the Poor—on the Care of Motherless Infants, works in coöperation with the Department of Public Charities of New York city, and had under its care during the year ending September 30, 1904, 252 motherless babies received from the Department of Public Charities.

Thirty-six of the Association's County Committees outside of

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New York city have sent to the central office reports of their work during the past year. Over 250 visits have been made by nearly 200 members of these Committees to 37 almshouses, not including the very large number of visits made by the members of the New York, Kings and Richmond County Committees to public charitable institutions in New York city.

The important improvements made in the accommodation and care of the sick in New York city during the past year are reviewed in the summary of the reports of the Association's New York, Kings and Richmond County Visiting Committees, which supervise the Departments of Public Charities and of Bellevue and Allied Hospitals. Abstracts of some of the reports of the Association's County Committees are herewith submitted:

COUNTY VISITING COMMITTEES.**Allegany County.**

The almshouse in this county is under the same able superintendent, but the excellent matron, who has done faithful service for so many years, died during the summer. The only special repairs made this year are the painting of the buildings and the addition of new porches. The buildings are in good condition and the inmates are well cared for.

The Committee interests itself in the dependent children for whom provision is made by the Superintendent of the Poor. During the year only two children have become public charges. One of these was placed in an institution and the other in the boarding home where children are temporarily cared for until they can be placed out in free homes.

Chautauqua County.

The excellent almshouse in this county is under the same able management that has for over twenty years kept it in the front rank of institutions of this class. A large addition to the hospital is nearing completion; this will provide spacious, well lighted day rooms and dormitories for part of the men who are now

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somewhat crowded in the main building. A new boiler house has been built and a central heating plant installed at a cost of \$6,000.

The almshouse was visited in September by the Assistant Secretary in company with the President and the Secretary of the Committee. The institution was found to be in excellent condition. The housekeeping is exceptionally well done, and in many departments the almshouse compares favorably with the best of the State institutions. In no almshouse are the two ideals of orderliness and comfort better realized. The inmates seem contented and attached to the officials in charge, and the spirit of the place is friendly and homelike. It is very reassuring to find that spray baths are used with equal success for both men and women inmates, and are preferred by the inmates to tubs. The addition to the hospital will be a great improvement and will make possible a better classification of the men. It would seem as if there should be more plumbing in this building than has been provided, but this can probably be added later if found necessary.

Chemung County.

There has been unfortunate and apparently unnecessary delay in the completion of the improvements at this almshouse. The new buildings have been finished and occupied for about two years, but the improved water supply and the steam laundry, planned for at the same time, have not yet been provided. At present the water supply is insufficient except when it rains, and the protection against fire is inadequate because of the lack of an ample and reliable supply of water. The ground has been excavated and the stone hauled for building a new reservoir, but the work seems to make no progress. The need of a nurse for the large number of defective inmates has been pointed out for several years but has not been met.

Columbia County.

During the past year the steam laundry, so long needed, has been furnished. It is said to be very complete, with a drying room and

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other modern equipment. The next improvement should be better accommodation and care for the sick, for whom there is now no hospital or nurse.

Dutchess County.

As the almshouse is new, no improvements or additions to buildings are needed at present. There should be, however, a larger number of paid employees. For many years this county has employed fewer persons to take care of its dependents in proportion to the number cared for than any other county in the State. It is unfortunate that this parsimonious policy should be pursued in the new building which cannot be kept in proper condition without ample paid help.

During the year, fifteen children, between the ages of two and sixteen years were received and retained for a few days at the almshouse, pending their transfer to institutions. This is illegal and should not be done. The Superintendent of the Poor in this county should follow the example of superintendents in other counties, where children are temporarily boarded in a good family home until they can be placed out in free family homes or sent to institutions.

Essex County.

The Committee is well pleased with the almshouse and considers the administration excellent. The urgent need is a steam laundry. Better accommodations for the sick are also desirable, and the doctor should be required to call oftener than once a week.

The Committee interests itself in the dependent children who are under the supervision of the Superintendent of the Poor in free family homes. There are about 48 such children who have been placed in families in previous years.

Erie County.

The following report has been received from the Committee: The Erie County Hospital and Almshouse have been inspected by different members of the Committee during the year. Four-

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teen visits in all have been made. Under the administration of the present keeper greater cleanliness and order prevails in the almshouse buildings. The quality of the food has also improved, and the Committee hopes that still further steps may be taken in this direction. The dietary should be more varied. The bread and butter have been of much better quality this last year. The nurses' home is still in process of construction and will not be finished for a few months. It is intended when the new home is completed to utilize the building now occupied by the nurses for the maternity ward. The building will have to be changed in some respects for this purpose, but it will be very desirable in many respects being isolated from the rest of the hospital, and being on the ground floor will admit of the babies being taken out of doors more frequently. It is nearly impossible to accomplish this when the ward is on the third floor. The upper floor is also much needed for a general hospital ward. A barn and a morgue are to be built during the coming year. The Committee has received most courteous treatment from the officials in the institution.

Livingston County.

The Association has been urging, for at least ten years, the complete remodeling of the building at the county almshouse. It is understood that improvements will soon be commenced, and it is to be hoped that they will be thorough, and will make this institution a suitable place for the poor of the county. There are few almshouses in the State so obsolete in construction as this almshouse. Better buildings will be an incentive to an improvement in the management, which has long been somewhat unsatisfactory. At present the buildings are not kept particularly clean, and the accommodation and care of the sick are not what they should be. The food is poorly prepared and lacks variety and there are no special dishes for the sick. A nurse should be provided to take care of the helpless, infirm and ailing inmates.

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Oneida County.

The improvements at the almshouse include a new roof on the engine-room, the kalsomining of the room for the sick, and automatic fire-escapes on the administration building, but the urgent needs still remain to be met. These are a hospital for the sick, this being the one large almshouse in the State lacking such a building, and a steam laundry in a separate building to replace the present laundry located under the sleeping rooms of employes and detrimental to their health and comfort. Until the hospital is provided there should be a closet and bath tub adjacent to the large room on the first floor used as an infirmary for the sick. Another need is the repainting of both the interior and exterior woodwork on all the buildings.

Onondaga County.

The Committee reports among the improvements of the past year three piazzas, new walks, lockers for the inmates' belongings, a disinfecting room, a barber's shop, two cells for troublesome cases, the removal of the bars from the windows, new scales for weighing hay, etc., two new toilet rooms, and considerable painting and papering. The improvements suggested are better ventilation and the tearing out of the partitions which enclose the stairways so that they may be open.

The almshouse and the new hospital were visited by the Assistant Secretary in September together with three members of the Committee. The almshouse was found to be greatly improved by the changes made in recent years. It seems to be now in very good condition and well managed. The intelligent and kindly keeper and matron appear to be doing all in their power to make the inmates comfortable and contented. The building is very well filled and in winter will probably be greatly overcrowded. There should be a new wing or a separate cottage built for the accommodation of the excess. The plan might be considered of providing a comfortable building for the women, who form only one-third of the total population, thus making

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it possible to use the main building exclusively for men which would simplify the administration. The new hospital seems to be very well kept. A physician in the neighborhood makes frequent visits and the building is in charge of a trained nurse with four attendants, a janitor, two kitchen maids, a cook, a laundress and a scullery maid. The building is not altogether satisfactory in construction. The inadequate provision for the employes on the first floor has made it necessary to take for a dining-room a large room intended to be used as a ward. On the top floor the only bath room and closet has no direct opening into the outside air. The five cases of pulmonary tuberculosis are cared for on this floor where there are no facilities for open air treatment, the inclosed piazzas being on the second floor and in connection with wards which must be used for other classes of the sick, on account of their large size and the small number of cases of this class. The plan of providing for cases of pulmonary tuberculosis in combination canvas and wood pavilions, similar to those used on Blackwell's Island, in New York City is being considered and should certainly be adopted.

Westchester County.

The Committee reports the completion and occupation of the pavilion for pulmonary tuberculosis. There are large verandas enclosed with glass on the pavilion where the 18 cases cared for can receive the fresh air treatment. Another improvement at the almshouse is the addition of spray baths. The need of better drainage has not yet been met, and the water supply is inadequate in dry seasons. There should be a connection with the Tarrytown water works. A teacher of chair caning was employed by the Committee last winter to instruct such of the inmates as desired to learn the craft. At first the attempt was received with indifference, but later a few old men became interested, and some of them became able to cane a chair very creditably, and even earned a few dollars by so doing. Knitting work also was supplied for old women who cared to occupy themselves in this way.

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Wyoming County.

The improvements of the past year include a gas plant, a new steam boiler for the laundry, bay windows in the men's building on both floors, giving sunshine and fresh air, and the completion of the drainage. The water supply is ample and of excellent quality, and the plumbing and drainage are now very good. Hot water should be piped to the men's and women's buildings and spray baths should be provided in the men's building, and at least one bath tub for each sex. There is a building which might be used for a hospital building if heated in winter. At present patients are cared for in their own rooms, or in dormitories, which is not a proper or satisfactory way of accommodating the sick. The Committee is well satisfied with the management of the almshouse.

Yates County.

The improvements of the past year are a new barn and wood house, a new boiler better than the old one, and new radiators on the third floor in the women's building. The chief needs continue to be better arrangements for the accommodation and care of the sick and better bathing facilities for the men. The men are somewhat crowded at present, but the women are very few in number and appear to be comfortable. The Committee feels that the present matron is a very good administrator and that she does much for the comfort of the inmates.

State Custodial Asylum for Feeble-Minded Women.

Our visitors to this institution have made their regular quarterly visits during the year, and have presented admirable quarterly reports on the condition and needs of the institution. To our great regret one of the visitors, who has served us faithfully and intelligently for many years, is moving out of the State, and will be unable to continue her work.

The institution continues on the same lines that have been commended in the past. The atmosphere is one of industry and

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contentment. The inmates are kept fully occupied, even though it is necessary to use some ingenuity in devising tasks for all grades of intelligence. About one hundred girls are able to help with the sewing. The new teacher is considered very satisfactory. She has about forty of the inmates in classes of twelve or fourteen at a time. The girls were trained for Memorial Day to sing patriotic songs, and the holiday was made a very enjoyable and improving occasion. The supervisor of each building has the direction of lawns surrounding it, and details inmates to mow and rake the grass. This they like, and they take great pride in the appearance of the grounds. It is hoped that a woman gardener may be employed who will instruct the girls in gardening.

The Superintendent and his family are still housed in a building used for administration purposes, and as a dormitory for inmates. This is the only large State Charitable Institution where no residence is provided for the superintendent, and this need should certainly be met in the near future.

The visitors suggest that the new cottage G, which is nearing completion, be used for cases whose discharge is under consideration until it is certain that they can be safely sent out of the institution. This new cottage for sixty girls, for which an appropriation was made by the Legislature of 1902, will probably not be ready before the end of the year 1904. The delay which always occurs in the construction of cottages at this institution is very unfortunate. As practically the same plans are used year after year it is difficult to see why a simple building of this sort should require from two to three years after the appropriation is made before it is ready for occupancy. It is not the institution which bears the brunt of the inconvenience of this delay, since there is no obligation to receive a larger number of inmates than can be comfortably accommodated, but the county and city almshouses and the family homes where women of this class are without sufficient protection suffer from the delay in increasing the accommodations of this institution. In our report last year we stated that in our opinion the institution was not used up to its

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full capacity, and with a few unimportant changes could care for a much larger population. The reports of our visitors indicate that extra space in buildings D and E has been utilized to the extent of accommodating sixteen more girls, but almost every report has indicated that vacancies existed. In November, 1903. it was reported that there were fifteen vacancies; in February that twenty inmates might be taken if no rulings were made to the contrary. In May the number of inmates had increased by only six, but in September the census seemed to be about up to the capacity, there being 549 inmates on September 30th, while the present capacity is probably about 550. This does not, of course, include the new cottage for sixty girls which is still unfinished. It is felt that the rules regarding the admission of inmates are somewhat too stringent. Applications for admission appear to be thrown out not only because the person is described as "vicious," or "troublesome," or "bad tempered," but often because the application papers are incompletely or inaccurately made out. The occasional inability of a Superintendent of the Poor, or other official, to make out an application in correct form is not a good reason for denying the benefits of the institution to needy cases. It has been suggested that this institution be open to all feeble-minded and idiotic women of all ages, thereby relieving the Rome State Custodial Asylum of its female inmates. The report of our visit to the Rome institution indicates that that institution would welcome confining its work to men, and that the expense of administering it would be much less if it were for one sex. At the Newark institution there is an excess of able-bodied workers for the work to be done, and many of them might advantageously be employed in caring for the weaker and less intelligent women who are now at Rome. A division of the population of these institutions on the basis of sex rather than of degree of intelligence would probably result in benefit to the State at large, and should be seriously considered by the Legislature.

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Rome State Custodial Asylum.

The following is an abstract of the report of the visitor to the Rome, State Custodial Asylum.

"Your visitor returned from his latest visit to the Rome State Custodial Asylum with more good cheer than at any other time since it has been his privilege to inspect this institution. The impression which led to this mood of optimism is hard to convey in words. Perhaps it was merely the reflection of the hopeful attitude of the Superintendent. However, there are one or two little matters that might be mentioned in commenting upon it. In former years, in making the rounds of the buildings, the bunch of keys was needed, almost every time we approached a door. Last week, we found, if my memory serves me, but two locked doors, one leading to a stairway which is not customarily used, and the other to an outside door through which the boys had been 'tracking in mud.' In brief, this means that the inmates are treated less like prisoners, more like children in a family. This impression is heightened by the presence of several married couples as attendants at the boys' wards, in several of which I noticed musical instruments. In one of the girl's wards, as we opened the door we heard the sound of a 'hymn tune,' which was being hummed with considerable harmony by the inmates who were seated about the room. It did not seem to me that the discipline was quite as rigid as in former years, but I noticed that almost every inmate we saw greeted the Superintendent with a broad smile, often stretching into a grin. Several times he was addressed as 'Papa Bernstein,' with pats on the shoulder or caressings of the hand.

"This seems to be the legitimate outcome of the policy which the Superintendent is now pursuing, namely to throw the inmates on their honor as much as possible, treating them, so far as they deserve it, like normal people. This policy is carried out along many lines. The amount of employment given to the inmates about the place has been much increased since last year. The wage system suggested last year has not been put into opera-

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tion, but in its place there is a plan of merits and demerits, which applies to all the brighter inmates, male and female. Fifteen credits a day (which means fifteen cents a day) are given for perfect behavior to the boys, and the same number (being equivalent to ten cents a day) to the girls. For various misdemeanors, such as swearing, mischievousness, disobedience, etc., these credits may be lost, five or ten at a time; some more serious crimes, such as leaving the grounds without permission, take the culprit out of the merit class entirely, and 'reduce him to the ranks.' At the end of the month, the account of each one is balanced, and the amount of credits is paid over in money. This money is expended, first for 'dress up clothes' and secondly for candy, etc. The effect of the system has been greatly to increase the contentment and usefulness of the brighter inmates.

"The manual training for the inmates who are not capable of doing useful work has been considerably increased, through the agency of the training class for attendants. This class, which has been established this fall, aims to train attendants for the care of the mentally defective, as nurses are trained in hospitals. Lectures are given in anatomy and physiology, sanitation and hygiene, dietetics and physical culture by the physician, while methods of manual training are taught by the matron and one teacher. The attendants who are members of this class are then able to give instruction to the inmates under their care similar to that which for the past few years has been given by the teachers. The result of this plan is that with no increase of salaried teachers, the training class is maintained, and the inmates receive at least three times as much attention as before. I believe that much of the apparent contentment of the inmates, noted above, is due to this fact.

"The population of the institution at the time of my visit was 708, 460 males and 248 females. The average population during the year ending October 1, 1904, has been 682, as against 621 for the previous year. A change in the policy of the state in regard to this class of its wards, advocated by the Superintendent, seems

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to me to be most desirable. If the sexes were separated in different institutions so that, for instance, the Rome asylum should have males only, the work of the institution could be much more effectively done, at a less cost for attendance. The fact that both sexes are cared for in one institution, makes the problems of maintenance and care much more complicated, for obvious reasons.

"The institution will ask the Legislature this year for appropriations to provide for 400 additional inmates. There are now, I am informed 350 on the waiting list, and at least 50 who should be transferred to this institution from Syracuse. One of the new buildings asked for will be a dormitory for employes. If this be granted, the room now occupied by the employes will accommodate at least a hundred new inmates, while the employes will have the great advantage of a quiet, clean building for their own use. This seems to me to be most desirable."

New York State Reformatory for Women, Bedford.

The New York State Reformatory for Women has been visited quarterly during the past year. At the time of the most recent visit, the visitors found the Reformatory full to the limit, in the reception house where there is room for thirteen girls twenty-three had to be accommodated—there was one girl sleeping in the bath room. They need a new cottage to take the girls who deserve promotion from the reception house leaving room for the new comers—57 girls have been paroled this year—101 have been received in the institution, 2 girls have died and 1 infant—13 have been discharged by order of the court, and 3 have left on expiration of their sentence.

On September 30th the end of the fiscal year there were 219 girls and 5 infants, making a total of 224 inmates and all were happy and busy—one poor girl had become insane and was in the hospital being cared for by the doctor and nurse. The girls were all behaving well and giving little trouble—only four being in the prison.

Miss Davis was away on her vacation. Miss Rudgers was most kind in showing the visitors about the institution, Miss Rudgers

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and the girls were working hard to have the place in especially good order to please Miss Davis on her return. The rooms and building were scrupulously clean, as they always are, and well ventilated and the girls looked clean and tidy and seemed interested in their work. The garden which they have taken care of this summer has given the girls an abundance of fresh vegetables as well as plenty of good hard work and exercise. The latter they get, too, in their class in calisthenics.

New York State Training School for Girls, Hudson.

The following report has been received from the association's visitor:

"I report the impressions of two visits to the State Training School for Girls at Hudson.

"The appearance of the girls is remarkably good. They have an erect carriage, and are neat to an unusual degree, and I saw no expression of sullenness or discontent on their faces. Their sewing is good, their laundry work extremely well done. The cottages are perfectly clean and orderly.

"I learned that up to November 1st, twenty-five girls had been received under the new law. These girls are separated from the older women committed under the old order, by the conditions of the cottage system as carried out by Dr. Bruce, which divides the inmates into groups between which no intercourse is allowed except at chapel exercises or at singing lessons.

"The superintendent has placed in the cottage with these lately received girls, four, I think, of those committed to the institution prior to June 1st, who belong really in her judgment, to the class for which the institution is now intended.

"The city of Hudson will be provided in the near future with a new water supply, which will relieve the Training School of the burdensome necessity of boiling on the cottage ranges all water used for drinking and cooking. But even without these large boiling vessels, the ranges are quite too small for the needs of the cottages.

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"I wish to speak of the unusual excellence of the instruction in singing given to the girls. The discipline that leads to such chorus singing as I heard, with its promptness and sureness of 'attack,' must be a factor of real value in the general training of these girls. And the superintendent tells me that they quickly lose their taste for the songs they bring with them when they come.

"My opinion of the ideas upon which the discipline of the institution is based, and of the qualifications of the superintendent to carry out these ideas, is extremely favorable. But during my first visit I gained the impression that the superintendent is overtaxed with matters of detail and this impression was strengthened by my later observations. The superintendent has the care of many minor affairs which are within the capabilities of a faithful and fairly intelligent subordinate. These necessarily divert much of her time and energy from the experimental and constructive work of the reformatory. If this condition is due to an attempt to reduce the expenses, it is in my opinion a costly economy; it is in any case a serious menace to the best interests of the institution."

APPENDED PAPERS.

The following reports and papers have been accepted by the Board for transmission to the Legislature:

Report of the Committee on Reformatories.

Report of the Committee on Idiots and the Feeble-minded.

Report of the Committee on Soldiers and Sailors' Homes.

Report of the Committee on Craig Colony.

Report of the Board of Managers of Craig Colony.

Report of the Committee on the Blind.

Report of the Committee on the Deaf.

Report of the Committee on the Thomas Asylum for Orphan and Destitute Indian Children.

Report of the Committee on the New York State Hospital for the Care of Crippled and Deformed Children.

Report of the Board of Managers of the New York State Hospital for the Care of Crippled and Deformed Children.

Report of the Committee on Sanatoria for Consumptives.

Report of the Committee on State and Alien Poor, including the annual report of the Superintendent of State and Alien Poor.

Report of the Committee on Inspection.

Report of the Committee on Orphan Asylums and Children's Homes.

Report of the Committee on Placing-Out Children.

Report of the Committee on Dispensaries.

Report of the Committee on Education.

Report of the Committee on Almshouses.

Report of Visitation of Almshouses and Public Hospitals in the First Judicial District.

Report of Visitation of Almshouses and Public Hospitals in Kings County.

Report of Visitation of Almshouses in the Second Judicial District.

Report of Visitation of Almshouses in the Third Judicial District.

Report of Visitation of Almshouses in the Fourth Judicial District.

Report of Visitation of Almshouses in the Fifth Judicial District.

Report of Visitation of Almshouses in the Sixth Judicial District.

Report of Visitation of Almshouses in the Seventh Judicial District.

Report of Visitation of Almshouses in the Eighth Judicial District.

Appendix I.

Proceedings of the Fifth New York State Conference of Charities and Correction.

Appendix II.

Proceedings of the Thirty-fourth Annual Convention of the County Superintendents of the Poor.

ENOCH V. STODDARD, M. D.,

President.

Attest:

ROBERT W. HEBBERD,

Secretary.

Dated Albany, January 11, 1905.

APPENDED PAPERS.

REPORT

OF THE

COMMITTEE ON REFORMATORIES

REPORT OF THE COMMITTEE ON REFORMATORIES.

To the State Board of Charities:

Your Committee on Reformatories respectfully reports that during the fiscal year ending September 30, 1904, the Reformatories and Training Schools subject to the visitation and inspection of the State Board of Charities have been visited by the committee and inspected by the officers of the Board at frequent intervals. The condition of the several institutions and their needs are set forth in subsequent sections of this report.

PROGRESS.

Four years ago your committee reported that the steady growth of the reformatory idea in this State was encouraging but "not rapid." The events of the last two years indicate that the qualification is no longer necessary. The importance of reformatory work and the need of ample facilities for it, are now recognized by the people of the State, and have secured legislative approval by the enactment of laws intended to make the several State reformatory institutions, under the supervision of this Board, models of their kind.

For years the separation of the sexes has been advocated in the committee's reports on the State Industrial School and the House of Refuge for Juvenile Delinquents on Randall's Island, New York City. The Legislature of 1904 prohibited the commitment of girls to either of these institutions after June 1, 1904. On September 30, 1904, the girls' department of the State Industrial School was closed, the last inmate having been paroled on that date. The girls' department of the House of Refuge on Randall's Island will also be closed within a short period of time, and henceforth commitments of girls requiring the protection and training of our State reformatory institutions will be to those devoted exclusively to the training of women and girls. This is an important progressive step, for it is well known that the association of boys and girls in reformatory institutions has made the training of all more difficult, and complicated the problems of management.

We can also report progress in another direction. The removal of the State Industrial School from Rochester to a farm site near that city, which is now under way, has been promptly followed by legislative action for the removal of the House of Refuge now located on Randall's Island, under the management and control of the Society for the Reformation of Juvenile Delinquents, to a suitable rural location within 50 miles of the city of New York, and for its conversion into a State institution under the direct management of the State. The facts developed by the investigation into the affairs of this institution, made in the fall of 1903 by your Committee on Reformatories, convince the committee of the desirability of the proposed change, recommended in our special report dated December 15, 1903, and made to the Board December 16, 1903. The recommendation of the Board was adopted by the Legislature of 1904, which by chapter 718 of the Laws of 1904, created the New York State Training School for Boys, to take the place of the House of Refuge on Randall's Island, and made provision by chapter 730 of the Laws of 1904 for a commission to select a site for the school, within 50 miles of the city of New York. This commission is required by the law creating it to make a report to the Legislature of 1905, and will doubtless present a plan which will outline the necessary steps to be taken in connection with the establishment of this urgently needed State institution.

It is a matter of congratulation also that by legislative action, the House of Refuge for Women at Hudson, N. Y., has been transformed into the New York State Training School for Girls, as was advocated by the State Board of Charities in its annual report of 1903, and by its Committee on Reformatories prior to that time. Thus, in the annual report of the committee for 1900, speaking of the commitment of boys and girls to the same institution, it was said: "The State Board of Charities has, for a number of years, expressed its disapproval of this plan, and the belief that the administration of such an institution cannot be completely successful; that the two departments cannot be equally developed, and that complications arise which would be obviated by maintaining the two sexes in different institutions. * * * We again recommend that the girls' department of the State Industrial School at Rochester and the New York House of Refuge

at Randall's Island be removed from these institutions and constitute a separate institution."

Similar suggestions were made prior and subsequent to that year, and the committee has constantly urged the necessity for the establishment of a separate institution intended for the training of the class of young girls heretofore committed to the State Industrial School and to the Randall's Island House of Refuge. The transformation of the House of Refuge at Hudson into the New York State Training School thus carries out the suggestions of this committee and the recommendations of the State Board of Charities, and makes it possible to secure to wayward young girls the training—mental, moral, industrial and physical—essential to their reclamation.

The establishment of the New York State Training School for Girls is an indication of progressive tendency, and an indorsement of the Board's belief that the best way to provide for young girls who at the threshold of life are subjected to evil influences is in a well equipped training school, and not in institutions of the prison type.

It has been impossible to prevent the enforced association of comparatively young wayward girls with women experienced in vice heretofore, as the construction of these reformatories made it possible for the inmates to meet on the grounds, in the buildings, or in the classes. The line of classification now embodied in law, by which the young girls will be sent to an institution entirely devoted to their training, will result in much more effective reformatory work than has ever been possible heretofore.

If this work is to be carried on successfully the new institution should be recognized and equipped as a school; the characteristics of the prison should be removed, and the essential features of an institution devoted to instruction take their place. The best work will require liberal appropriations, a sufficient number of teachers, and the necessary school equipment. Although the purely scholastic instruction will be limited to the ordinary common school branches, the industrial field opens wide opportunities for special training by which the girls may be fitted for useful lives.

The ideal training school for girls of the class for which this institution was established is yet to be developed, but the oppor-

tunity is now presented for the State of New York to establish a training school superior in every way to any such institution now in existence.

THE BASIC PRINCIPLE.

Your committee regards it also as a matter for general congratulation that there is such a marked increase of public interest in the welfare of the wards of the State, and especially of those who constitute the reformatory class. Progress in reformatory work can be continuous only when it receives the intelligent consideration of the people. The wonderful improvements of the last decade are mainly due to increased public knowledge of our State institutions, and to the more frequent and regular discussions of the principles of reformatory work in the press, in conferences, and other associations of philanthropic people which have been regularly held within the last few years.

The reformatory idea recognizes the beneficial effects of proper training and the necessity for such training as early in life as possible, before the individual becomes settled in vicious habits. The training school takes the young, and by careful instruction and firm discipline trains the mind to recognize and appreciate the beneficial results of good habits. Industrial pursuits adapted to the special needs of the individual, prepare for a self-supporting and honorable life, and the course of training is intended to send the graduates of these schools into the world prepared to take honorable places.

The belief that punishment is essential to reformation has practically been abandoned. Change in character, it is now believed, is only made possible through careful training. The public recognition of this basic principle is evidenced by the establishment of the institutions classified as reformatories and by improved methods of training within them.

ENLARGEMENT.

Your committee is glad that the State Board of Charities has met with such a large measure of success in its efforts to secure the recognition of this principle and the enactment of laws by which it may be more efficiently enforced. We think that the Legislature should be requested to make suitable provision for

the immediate enlargement and more adequate equipment of such of these institutions as have outgrown their present facilities.

The overcrowded condition of the two reformatories for women—the Western House of Refuge for Women, Albion, N. Y., and the New York State Reformatory for Women, Bedford, N. Y.—makes it imperative that additional buildings for each institution be erected as soon as possible. In both, the excessive number of inmates prevents the best classification, interferes with effective training, and complicates the problem of discipline.

The Legislature of 1904 was requested to make appropriations for enlargement, and the reasons which then justified the request for additional buildings are now strengthened by the actual conditions foreseen one year ago. In a report, dated August, 1904, Inspector Oppenheimer says of this need: "As a general summing up of the details of this inspection, it may be stated that the reformatory at Bedford is now so crowded that existing conditions are a menace to good classification, discipline, and proper reformatory training."

Each of these reformatories needs two additional cottages for inmates, to provide dormitories and permit the continuance of the system of classification into cottage groups. In addition to the cottages, each institution should have a well-arranged industrial and school building, a gymnasium and a chapel.

In the House of Refuge at Albion the building used for school and industrial purposes is used for religious services on Sundays, and assemblies at other times, but it is too small for such occasions and not large enough for even the school and industrial classes.

The Reformatory at Bedford uses a part of the second floor of the administration building for the school, gymnasium, and religious services. This is inconvenient and unsatisfactory. It will be impossible, on account of the small available space, to continue this plan and do justice to the training classes. The future growth of the institution requires that provision be made at once for a building with class and industrial rooms equipped for such training and work as will be most helpful to the women upon their release.

CHAPELS.

The need of chapels set apart exclusively for religious services should be promptly recognized, as it is well known that one of the most helpful reformatory influences is religious instruction. Each institution should have a chapel large enough to seat the entire population. The building should be of churchly architecture and arrangement. Religious services for inmates of these institutions when held in rooms used for secular purposes are not regarded in the same light as those held in chapels consecrated for worship. Such services are looked upon by the inmates as part of the regular routine, and do not make the appeal to the conscience and emotions which the same services would make if held in buildings used only for religious purposes. The State should recognize this fact and provide chapels for each of its reformatory institutions, as was done several years ago for the New York Training School for Girls at Hudson. The needs of the other reformatories for suitable places of worship should now be met.

STATE INDUSTRIAL SCHOOL.

ESTABLISHED, 1846; CAPACITY, 900.

The State Industrial School was established in 1846, when there was a general awakening to the vital need of some form of discipline for delinquent youth, other than that offered by jails and prisons. But the ideas upon reformation prevalent at that time have since been abandoned and modern methods of discipline and training have taken their place. The location of such an institution in the heart of a city was found in time to be unwise, and, although the State had expended over half a million dollars upon the buildings and in the purchase of the grounds, by chapter 527 of the Laws of 1902, a commission was created to select a farm site to which the school could be transferred.

This special commission consisted of the Governor, the State Comptroller, the President of the State Board of Charities, the State Architect, and the president of the board of managers. After a careful examination of many farm sites suggested, this commission unanimously selected a tract of 1,400 acres located about twelve miles south of the city of Rochester, in the town of Rush. The commission took title to this tract for the State, the

necessary appropriation for the purchase of the land having been made by the Legislature of 1903.

The Committee on Reformatories of the State Board of Charities, Commissioners Smith and Stewart, accompanied by Inspector Hill and Superintendent Briggs of the institution, visited the new site on October 17, 1904, and made a careful examination of the work being done in preparation for the final removal of the school from Rochester.

In answer to questions, the superintendent stated that the site comprised 1,406 acres and included eight farms and parts of two others. The title to the first farm was taken in December, 1903, and the title to the last farm in June, 1904, thus completing the purchase of the entire tract. The cost of the entire property was \$106,395.45.

The first boys were sent to the new site on Thursday, April 7th, at which time four were transferred to the Ward-Martin farm. Others were sent there from time to time until, at this date, 45 are at work on the new site. Most of these boys were placed there immediately on commitment to the school, and have not been inmates of the institution at the city site. The reasons for this, the superintendent stated, was that he does not wish the boys to carry any of the traditions of the old institution to the new site; and that the new institution may have the advantage of beginning with new boys.

At the time of the purchase by the State there were on this property, available for immediate occupation, after some repairs, eight farm houses and a tenement house, and of these, five are now in use by the institution.

BOYS AT WORK.

The boys at present are housed in these five farm houses, in groups of from four to sixteen, each group in charge of a man and his wife who are employees of the institution. The committee saw these boys at work about the farm, and on the buildings, many of which are suitable for present use, or will become so on receiving such repairs as the boys themselves can make. The boys were seen putting the siding on barns and on an addition to a farm house, laying floors in the latter, painting, and doing other reconstruction work. In one of the barns the boys

had completed provision for the good care of 30 cows. They had laid the concrete floors for the cow stable, under the supervision of a skilled mechanic, and had made swing stanchions for the 30 cows. These 45 boys now have the care of the stock on the farm, which consists of 59 cows, seventeen calves, a registered Holstein bull, 22 horses, 35 swine, and many domestic fowls.

CROPS.

During the summer season just ended there has been a very considerable amount of produce raised on the farm by the boys. They have sowed 64 acres in winter wheat; about 3,500 bushels of oats have already been produced and threshed on the land worked by these boys; 50 bushels of timothy seed, corn to fill two silos twelve feet in diameter by 30 feet in height, besides field corn for grain; fourteen acres of potatoes, the greater part of which are not yet harvested, with a probable yield of 1,500 bushels; about 300 tons of hay, several tons of cabbage, besides all of the garden stuff which they have used and a large quantity sent to the institution, with turnips, onions and apples still to harvest are to their credit. There is a very large crop of apples which will be sufficient for the needs of the institution; and enough beans have been produced for the requirements of the school.

DAIRY.

The cows are kept on three farms and supply the farm group with milk. A surplus of 250 quarts daily is shipped to Rochester to the institution. As soon as more of the cows freshen a larger quantity will be supplied, and it is expected that in the next three months the entire quantity of milk consumed by the school, 500 quarts daily, will be supplied from these farms.

ACCESSIBILITY.

The nearest point of the new farm site is distant eleven miles from the Rochester grounds of the State Industrial School. Two new State roads, beautifully constructed, on each side of the Genesee river, give access to within three miles of the new site. The Erie railway extends through the farm from north to south. Pixley Station, twelve miles from the city, is located

within its boundaries, and Rush Junction, fifteen miles from the city, is just over the southern line. The Lehigh Valley main line crosses the tract from east to west, and has a freight switch on the institution grounds. The Pennsylvania railroad lies just across the Genesee river from the western boundary of the tract, and the Canandaigua branch of the New York Central is within a very few rods of the southern boundary. It would be difficult to find a more centrally located and convenient site for transportation purposes than this. The longest straight line that can be drawn through the property is nearly three and a half miles long. The general shape of the tract is that of an irregular oblong, the greatest length of which is three and a half miles, and the greatest width one mile. The Genesee river forms the western boundary of the property, and at this place is deep enough at all seasons for the boys to swim in. There is a lagoon within the boundary of the tract that furnishes excellent fishing.

ROADS.

The Scottsville and East Rush road traverses the tract from east to west and divides it into two nearly equal parts. The river road forms the northeastern boundary and the Budlong road part of the eastern boundary of the middle section, and for the remainder of its distance runs through the tract from north to south. The highway branching from the Budlong road running easterly cuts through the southern portion of the tract.

CHARACTERISTICS.

The surface of the ground is beautifully diversified with valley and upland, wooded and hilly, with rich valley land for cultivation. There are groves of oak and hickory, beech and maple, black walnut, butternut and white walnut. There are also eight apple orchards of varying size and one young peach orchard.

The highest point on the property is 750 feet above the sea level, and is plainly visible from Lake Ontario. It is the second highest elevation in Monroe county, the highest being 791 feet. The lowest place on the land is 525 feet above the sea, a difference of 225 feet between the low and high levels.

WATER.

The water supply is mainly drawn from wells operated by windmills, while upon the northern end of the tract are inexhaustible springs of sufficient capacity to supply the entire institution with water if a central water system should be desired. The water has been examined by the State Chemist at Albany and found potable. Each cottage has its own well.

OUTLINE OF GENERAL PLAN.

The general plan of control proposed for the new institution is that a man and his wife shall have charge of each group of boys occupying a farm house or cottage, with a barn of its own. This plan is already in operation in five cottages. The boys occupy ward dormitories, but not individual rooms. Those in charge of the cottages are held responsible for the discipline and control of the boys.

During the committee's visit to the new site, some of the cottages in which the boys are housed were visited, and the present arrangements for their family care examined into. Each cottage has its own kitchen in which the boys assist the house mother in the preparation of food. There is in each a dining room of fair size. The dormitories are upon the second floor and usually consist of a single large room with from four to six windows, giving cross ventilation and sufficient light. The air space per bed is ample and in compliance with sanitary regulations.

An addition to one cottage is under way which will enlarge the capacity and permit a rear room, extending from the dormitory, to be arranged as a toilet room. The present toilet and lavatory facilities for these cottages are somewhat meager, being those heretofore used by the farmer owners and their small families. Bathing equipments are to be supplied in the course of the construction of the new buildings; at present the boys use the river and lagoon for bathing. Each cottage has a pleasant sitting room, and is supplied with facilities for simple games, and with periodicals for the use of the inmates.

THE BOYS.

The boys seen appeared to be in good physical condition, cheerful, and interested in their various occupations.

The superintendent states that since the first boy went out in April there have been eight attempted escapes, and that of these five are still at large and three have been recovered. One boy has been out since the 12th of July. Four of these escapes were from the same cottage, three from another and one from a third. The boys live in the open country, as do farmers' boys in their own homes, and there are no physical restraints. They go to their dormitory at night without any one to guard them, and are sent about farms of 300 acres without attendants, singly or in groups, to do hand or team work. This system has already developed an "esprit de corps" among the boys, which was shown when two boys recently attempted to escape and two of their companions, awakened by the noise, did not stop to dress, but followed them in their night shirts and overtook one and returned him to the cottage. A large majority of the boys now on the farm have never made any attempt to escape. The comparative absence of restriction upon the movements of the boys has been noticed by the superintendent as having a marked effect, especially when compared with the influence of the walls surrounding the old buildings in Rochester. The walls are a constant incentive to attempts to climb them, and thus in Rochester, in the State institution, the opportunity to escape is sought constantly, while at the farm the boys are free, and in only a small percentage of cases avail themselves of the opportunity to run away.

EMULATION.

The boys are greatly interested in the work of their respective farms and eager to produce results. While the threshing has been going on the boys of each farm have been watching the daily sheets to see if they were going to roll out more oats than the others. In the production of milk, they note how much milk is produced at the other farms and try to bring their cows up to the highest standard.

The members of the committee spoke to the boys as they met them about the farms, and they expressed themselves as contented and happy with their work, and they looked well and strong. An illustration of their spirit was shown by a city boy who had become so interested in the cattle of the farm on which

he lived that he went out in a drenching rain to carry a newly born calf into the barn in order to shelter and protect it. The city boys whom the committee saw working on a barn had never worked on a building before and expressed themselves as greatly pleased at the opportunity to do such work.

THE GIRLS' DEPARTMENT.

By chapter 167 of the Laws of 1904 it was provided that no girls should be committed to the State Industrial School after the first of June, 1904. At that date there were in the institution 65 girls. Since then all except four have been paroled to the care of employers or relatives. The four exceptions are feeble-minded and they were placed in the custody of the superintendents of the poor of their respective counties, there being no opportunity to secure their commitment to the State Custodial Asylum for Women at Newark because of lack of room in that institution. The last girl left the institution on the 30th day of September, and on that date the Girls' Department was formally closed.

CONSTRUCTION.

By chapter 631, Laws of 1904, the Legislature appropriated for sixteen cottages and sixteen barns complete, \$136,000; for building a storehouse, \$5,000; for reception house and hospital, \$15,000; for icehouse, \$2,000; for roads, \$5,000; for farm stock, equipment and seeds, \$10,000; for furnishings, \$10,000. This appropriation bill was signed by the Governor and became a law on the 9th day of May, 1904, and the money became immediately available. Plans and specifications for the cottages and barns were prepared thereafter by the State Architect, and were then immediately approved by the Board of Managers and the Building Commission. Advertisements for proposals for the construction of these cottages and barns were published on the 6th day of August, and the contract for their erection was awarded on the 16th of the month to the Schenectady Engineering and Construction Company. This contract covered both the construction and electric wiring, they being the lowest bidders, at \$94,614 for the construction work, and \$1,840 for the electric light work. The contract for heating and plumbing was awarded to Richard T. Ford, of Rochester, at a combined bid of \$25,800,

making the total contract for the construction of the sixteen cottages and sixteen barns complete, \$122,254, which is about \$14,000 less than the Legislature appropriated for them.

Work under these contracts was begun on the 26th day of September, and the team work has been done on the excavation of fifteen of the sixteen cottages, and the sixteenth cellar will be completed within a few days. Delay in the shipment of material has thus far prevented actual construction work, but the material is now being delivered on the site. One of the contractors was seen and he stated that the difficulty lay with the railway company, but that he expected presently to begin in earnest and push things so as to be through with the work in less than a year.

Plans have been prepared for the hospital, and for an ice-house, and there are now ready preliminary plans for the bakery and storeroom building.

LAYING OUT THE GROUNDS.

By direction of the Board of Managers on the suggestion of Commissioner Stewart and the State Board of Charities in its annual report for 1903, a correspondence was had with several landscape artists, among them being the Olmsteds of Boston, John Y. Culyer of New York City, and Charles W. Leavitt, Jr., of New York City. Mr. Culyer desired a compensation of \$3,000 per annum and his expenses; Mr. Leavitt, \$50 per day and expenses for himself, and \$4 to \$15 a day for his assistants. Olmsted Brothers said that it was possible that they might render services similar in character to those rendered at Craig Colony, for which the cost was \$3,000 and expenses, in addition to the preliminary visit, for which \$200 and traveling expenses from Boston and return would be charged as a fee. As a result of this correspondence the managers decided that the fees demanded by the architects were prohibitory, and proceeded without them.

The correspondence of the managers with landscape architects is given in full for the information of the Board.

December 9, 1903.

Col. JNO. Y. CULYER, C. E., No. 38 *Park Row, New York City:*

Dear Sir.—The State of New York has about completed the purchase of a tract of something more than 1,400 acres of land

as a new site for the State Industrial School. It consists of river flats and rolling upland adjacent to the Genesee river. It is the desire of the Board of Managers to secure the services of a competent landscape architect to advise them in the laying out of roads and the location of buildings, etc. You have been very highly recommended by Mr. E. W. Gifford of your city, and I would like to ask what compensation you would expect for a service of this kind. I might add for your information that, as a State institution, our finances are supervised by the Department at Albany and that before the Board can incur any expense it is necessary that an estimate, stating the probable cost of services rendered, be made to the State Architect at Albany and the Fiscal Supervisor. You will, therefore, appreciate my reasons for asking the probable expense attendant on securing your services.

Your early reply will greatly oblige,

Yours respectfully,

(Signed) F. H. BRIGGS,
Superintendent.

December 22, 1903.

Mr. FRANKLIN H. BRIGGS, *Superintendent, State Industrial School, Rochester, N. Y.:*

Dear Sir.—I have to apologize for delay in reply to your letter of the 9th inst. I found occasion to recast a letter which I had prepared, in order to make as practical a proposition as I could, in accordance with the conditions as I now understand them. It may be that the State Architect will feel himself fully competent to deal with the grounds, but my own experience is that, whether it is I or another, it will be both wise and economical for you to initiate and carry out your work under the guidance of specially skilled assistance.

It is customary, as you know, to prepare, at considerable cost, a more or less elaborate design, as a basis for the future development, in order that at all stages the work shall be consistent; this involves also a survey, showing the boundary, form and general topographical features of the property.

I understand that it is your desire to dispense in large part with this expenditure, which may be done with some compromise. In any event, a survey of the property will be needed. This you may already have, and if it lacks some desirable features as noted above, they may be added at small additional expenditure. This survey would constitute a working map upon which may be recorded such details of design and construction as will preserve needed information and afford opportunity to plan and extend the work from season to season. This map should be devoid of ornament or display and with moderate office facilities on the ground and a small outlay for drawing material, it could be kept up at this office, and with a competent man at command, in charge of the force, the cost of this feature of the work, quite essential I assure you, could be reduced to small figures.

My proposition is to enter into the service of your institution and to go twice a month to the work, each visit to extend from three to five days for purpose of design, supervision and advice. In addition, I will give necessary time to a study of the ground and the conditions upon which their development depends. In all cases of emergency, and where in my judgment the interests of the institution can be served, my regular visits may be extended. It will naturally occur at times, that other service will be rendered by me, in my own office and other ways.

Compensation to be three thousand dollars per annum payable monthly, and my reasonable expenses.

Very truly yours,

(Signed)

JNO. Y. CULYER.

December 15, 1903.

MR. CHARLES W. LEAVITT, JR., No 15 Cortlandt St., New York City:

DEAR SIR.—The State of New York is about concluding the purchase of a tract of fourteen hundred acres of land on the east bank of the Genesee river, for a new site for the State Industrial School. It is the desire of the Board of Managers to secure the advice of a competent landscape architect for the laying of roads,

location of buildings, etc., so as to secure the highest artistic effect. Will you kindly inform me, at your earliest convenience, upon what terms your services can be secured for this work.

I am indebted for your address to Mr. Emil Kuichling, C. E., of No. 52 Broadway, your city.

Yours very respectfully,

(Signed) F. H. BRIGGS,
Superintendent.

NEW YORK, *December 17, 1903.*

FRANKLIN H. BRIGGS, *Superintendent State Industrial School,
Rochester, N. Y.:*

DEAR SIR.—I beg to acknowledge your favor of the 15th inst., and would say in reply, I am very glad indeed to have you write to me on this subject as it is one in which I am most deeply interested, as I have had considerable experience in building up institutions, and am conversant with the many problems which arise in connection with planning such an undertaking.

My office is organized to handle the general drainage, water supply, road construction, building locations, grading, planting, etc., there being a regular course of procedure which it is advantageous to follow in doing these things.

My office is run upon a per diem basis and charges based accordingly. I charge \$50 per day and expenses for myself, and from \$4 to \$15 per day and expenses for my assistants, depending upon the duties given them to perform.

I would make the suggestion that you might call me in to make a trip to Rochester, when I could go over the property with you and talk the matter over, when some more definite plan of procedure might be outlined.

Trusting that I may have the pleasure of this visit, and with many thanks to you and Mr. Kuichling by whom I am very glad to have been recommended, I am,

Yours respectfully,

(Signed) CHARLES W. LEAVITT, JR.

December 15, 1903.

OLMSTED & Co., *Landscape Architects, Boston, N. Y.:*

GENTLEMEN.—I am directed by the Board of Managers of this Institution to ask you upon what terms you would undertake to advise them in the laying out of a new tract of fourteen hundred acres of land, the purchase of which, for a new site for this Institution is about to be completed.

Your early reply will greatly oblige.

Yours very respectfully,

(Signed)

F. H. BRIGGS,

Superintendent.

December 17, 1903.

MR. F. H. BRIGGS, *Superintendent, State Industrial School, Rochester, N. Y.:*

DEAR SIR.—In reply to your favor of the 15th inst. we beg to say that we will make a preliminary visit occupying not more than two or three days for examination of the site and consultation and will submit a written preliminary report containing such advice as we could upon the basis of such a preliminary study of the problem, but without plans, for the sum of \$200 and traveling expenses from Boston and return.

After making such a visit and learning definitely the extent and nature of any further and more detailed advice desired of us, we could make a definite proposition for such services.

For your information we enclose our printed statement as to professional methods and charges.

In the case of large public parks our personal professional fee is usually reckoned at the rate of \$10 per acre and expenses. We imagine, however, that plans for elaborate improvements will not have to be extended over more than a relatively small portion of the 1,400 acres of which you speak.

It is possible that the services desired of us may be similar in general character to those we rendered in the case of the Craig Colony for Epileptics at Sonyea, N. Y., in which case our professional fee for general plans, occasional visits and advice during three years, in addition to that for preliminary visit and expenses, was \$3,000 and expenses.

Yours very truly,

(Signed)

OLMSTED BROTHERS.

From the foregoing letters it does not appear to your committee that these gentlemen demanded exorbitant fees for their services.

The Committee on Reformatories deeply regrets the decision of the board of managers, as a competent landscape architect and engineer would have prepared plans of a value to the State greatly in excess of his professional fees. This course was followed at Craig Colony to the great advantage of the State. Craig Colony is growing more beautiful year by year as the groups of new buildings take their assigned places. And this would be the case with the State Industrial School had a competent landscape architect laid out the grounds.

LOCATION OF COTTAGES.

A topographical survey was first made by William R. Storey of Rochester, and stakes set every 400 feet in either direction. The preliminary location of cottages was made by the superintendent, and chairman of the new site committee, Mr. Bristol. This preliminary arrangement was thereafter approved by the Board, the members of which had previously personally visited the site at least once, and some of them several times. Since the map was prepared by the State Architect, five members of the new site committee, in company with the State Architect, went over the ground. The members of the new site committee are the president of the Board, Rev. Isaac Gibbard, the Hon. Thomas Raines, Martin F. Bristol, Miss Laura E. Aldridge, Mrs. E. M. O'Connor, Mr. Andrew H. Brown, John D. Burns and Dr. A. G. Root, of Albany. At the time of the visit with the State Architect, there were present Managers Aldridge, Bristol, Burns, O'Connor and Raines.

PLAN OF GROUP OF BUILDINGS.

The general grouping of the buildings consists of a central group to be known as the industrial group, placed to the south of and distant from the Scottsville road, sketched upon the block plan adopted by the Board, 400 feet, extending 800 feet south therefrom. This group consists of an industrial building, located in the center, with a row of cottages 400 feet distant therefrom on either side. To the west of this, which lies east of the center line of the tract, is a subgroup consisting of the bakery building and

store house in the center, with the boiler room and power plant to the west, with cottages grouped on either side.

In the industrial building will be located the various trade schools of the institution, and living in the cottages grouped about this industrial building will be the instructors who are to have charge of the trade schools, and with each of them 25 boys employed in trades. This industrial group and adjoining cottage is as yet outlined only in plan, no preparation having been made for these buildings.

THE FARM COTTAGES.

The sixteen cottages and sixteen barns provided for in the appropriation before mentioned, namely, chapter 631 of the Laws of 1904, are farm cottages of frame construction, two stories in height, each provided with a sitting room and dining room for boys, a sitting room, toilet room and bedroom for the supervisor and matron in charge, a kitchen, pantry and storeroom, all on the first floor. On the second floor a dormitory for the boys, a room for a nightwatchman, in case one is employed, a toilet room and clothesroom for the boys. In the basement of each will be located the steam boiler which will heat the cottage, and a room which the boys will enter from the outside, remove their soiled shoes and put on slippers before entering the living rooms above. A room is also provided in the basement for such vegetables and supplies as may be immediately needed.

Each cottage is intended to provide quarters for 25 boys. Their food will be cooked in the cottage. The garden supplies, fruit, milk, and every other article of food which it is possible to raise upon the farm, will be produced in sufficient quantities by the boys for their own use at least, and in the case of the older and larger boys, a surplus for the use of the officers, or for sale.

Each cottage is intended to be a complete institution in itself, having no connection with the others. All are to be wired for electric lighting, but until an electric plant is installed, kerosene lamps will be used.

A general laundry will do the laundry work and a general bakery will supply the bread for the whole school. In connection with each of the sixteen cottages and farms, there is to be a barn to shelter the horses, cows, sheep and other domestic animals necessary to properly equip the farms.

THE SMALL FARMS.

It is proposed to divide the tract as nearly as may be into 50-acre farms, and each of the agricultural families will be held responsible for the proper cultivation of its farm. All the present dividing fences are to be removed, the hedge rows cut down, and the ground thoroughly tilled, and where necessary, woven-wire fences will be erected for boundary purposes, the object being to make the whole site look as much as possible like one unbroken farm.

The location of the cottages was determined with this division of the tract into 50-acre farms in view, so that the boys living in each house might be as near and convenient to the farm which they were to cultivate as possible. Of the sixteen to be erected, six lie to the north of the Scottsville and East Rush road, and ten to the south of that road. Where practicable, high land has been selected for sites, but to the south of the Scottsville road the number of farms planned is said to render such high location impracticable. The idea in the arrangement of the cottages was to have a southern and eastern exposure so far as possible, except that where this arrangement would bring the face of the cottage away from the main institution road, the front was made to conform to this requirement. The location of the barn, as far as practicable, is to be 100 feet from the house and on the leeward side, in order that barn and stable odors may not be brought to the house.

AT THE ROCHESTER DEPARTMENT.

On Sunday, October 16th, the committee was present in the institution and the usual Sabbath afternoon service was witnessed. At the service, the sermon, or address, was well adapted to the need of the boys, who were apparently all deeply interested. The singing and responsive reading were remarkably effective, and as a whole, the service was one calculated to do good.

At dress parade one division of the boys was not present owing to a quarantine on account of cases of scarlet fever; the two divisions in line made a very satisfactory appearance, went through their evolutions promptly, and the whole parade was a credit to the school. The band, composed of 25 musicians, was

skillful, and their music and evolutions deserve praise. The battalion was dressed in the khaki uniform adopted for the service uniform, and all seemed to be clean. This is of special importance, as the material of which the uniforms are made is difficult to keep clean.

After the parade the committee, accompanied by the superintendent and two members of the board of managers, Judge Raines and Mr. Bristol, examined the several dining rooms and saw the supper which had been prepared for the boys. All the dining rooms were clean and in good order. The supper served consisted of bread, milk, stewed prunes, butter and gingerbread. The boys all seemed to be comfortable and well cared for.

NEEDS.

The committee carefully examined into the needs of the school and found that the removal of the institution will require liberal appropriations to complete the plans at an early date.

The board of managers will ask the Legislature during the coming session for the following appropriations:

| | |
|---|----------|
| Administration building..... | \$25,000 |
| Industrial building..... | 15,000 |
| Boiler room and power plant building..... | 10,000 |
| Creamery building..... | 3,000 |
| Fruit evaporator building..... | 2,000 |
| Fencing | 3,000 |
| Catholic chapel..... | 10,000 |
| Protestant chapel..... | 15,000 |
| Ten cottages with barns..... | 75,000 |
| Fruit trees and small fruit plants..... | 1,000 |
| Stock, equipment and seeds..... | 5,000 |

All of these appropriations are for developing and making ready for occupancy the new site of the State Industrial School in the town of Rush. The last Legislature made appropriation for 16 cottages. These 16 cottages will house 400 inmates. With that number, an administration building becomes at once necessary, hence the request for \$25,000 for an administration building.

The industrial building will become necessary immediately, as soon as the majority of the boys are at the new site. The

boiler room and power house building will also be necessary, and the creamery building for caring for the products of the dairy.

A large amount of fruit has wasted this past fall because there was no means of taking care of the windfall apples.

Ten additional cottages are asked for, for the reason that it is desired, as soon as possible, to abandon the present site in the city and have all the boys in the country. The situation at present, with part of the boys in one place and part in another, from an administrative standpoint, is exceedingly embarrassing.

Fencing is required to put the tract in proper shape to prevent the encroachment of neighboring flocks and herds upon the State land, and to prevent the cattle and sheep belonging to the State from trespassing on the neighbors.

Religious instruction will immediately become necessary upon the occupation of the site by the number of boys provided for, hence the application for money to build chapels.

One thousand dollars is asked for fruit trees and small fruit plants in order that the different cottages may each have an orchard and small fruits.

Five thousand dollars additional is asked for farm stock, equipment and seeds in order that each of the cottages now building may have its full quota of cows, sheep, horses and swine.

NEW YORK STATE TRAINING SCHOOL FOR GIRLS, HUDSON, Columbia County.

(Originally established in 1881 as the House of Refuge for Women.)

[Established 1904.]

This institution has capacity for 285 inmates. The number of inmates October 1, 1903, was 194, and 54 were admitted during the year, making the total number under care 248. During the year 85 were discharged, thus leaving under care October 1, 1904, 163, of whom 7 were infants. The average number present during the year was 168, and the average weekly cost of support, including the value of home and farm products consumed, \$6.04; excluding this value, \$5.82.

The receipts during the fiscal year ending September 30, 1904, were: From cash balance of the previous year, \$271; from special

appropriations, \$32,633.10; from general appropriations, \$53,000; from other sources, \$441.09; total, \$86,345.19.

The extraordinary expenditures were reported as \$30,793.10, of which \$29,252.75 was for buildings and improvements, \$800.85 for extraordinary repairs, and \$739.50 for all other extraordinary expenses, making the total expenditures for the year \$82,113.49. The cash balance October 1, 1904, was \$4,231.70, and the outstanding indebtedness \$1,840 for bills unpaid.

Chapter 453 of the Laws of 1904, established the New York State Training School for Girls, at Hudson, N. Y., as an institution for the training of delinquent girls under the age of 16 years, heretofore sent to private institutions and to the girls' departments of the House of Refuge on Randall's Island, New York City, and the State Industrial School at Rochester, commitments to the latter institutions ceasing on June 1, 1904. The Penal Code was amended at the same time so as to authorize the commitment of delinquent girls under the age of 16 from all parts of the State to the New York State Training School for Girls, and it is now the only State institution to which delinquent girls of this age can be committed.

In general, all girls between the ages of 12 and 16 convicted of any form of juvenile delinquency may be committed to this institution. Among the principal offences enumerated in the statutes are: Frequenting the company of thieves or prostitutes, or being found associated with vicious and dissolute persons; wilful disobedience to parents or guardians; intemperate habits; vagrancy; any criminal offence; begging or receiving or soliciting alms; having been abandoned or improperly exposed or neglected by parents or other person or persons in parental control; being in concert saloons, dance houses, theatres or places where liquors are sold without being there in charge of a parent or guardian; playing any game of chance or skill in any place wherein, or adjacent to which, liquors are sold or given away; being employed in any illegal, indecent or immoral exhibition or practice; collecting cigar stumps, bones or refuse for market and peddling. Moreover, any girl under the age of 12 may be committed in case she is convicted of a felony.

Commitments to this institution are regulated by section 135 of the State Charities Law (as amended by chapter 453, Laws of

1904); section 701 of the Penal Code (as amended by chapter 388, Laws of 1904); sections 291, 292 and 713 of the Penal Code, and sections 887 and 888 of the Code of Criminal Procedure.

The change of this institution from a house of refuge to a training school will result in a radical difference in the character of the inmates. Heretofore they have been from 16 to 30 years of age, many of them of decidedly criminal character. Henceforth only girls between 12 and 16 years of age are to be received, and the restraints necessary for the control of criminals will not be required. One of these restraints is a high fence. The grounds available for exercise are now very limited as this fence is close to the buildings. To afford sufficient room for exercise, the close board fence now surrounding the buildings should be removed and a suitable wire fence erected upon the lines bounding the State lands. This will also provide room for useful employment in gardening by including fifty more acres of State land within the inclosure of the school. An appropriation is therefore recommended for this purpose.

The appropriation made by chapter 294 of the Laws of 1900 "for a sewage disposal plant" has been expended upon plans prepared by an expert sanitary engineer, but the contact beds are yet to be provided. This is a matter of prime importance, and it is the opinion of the State Board of Charities that there should be no half-way measures in matters of sanitation, and that contact beds should be constructed at the earliest possible moment and the plant completed.

A general contract was made in 1903 for alterations in the administration building; for changes in the prison buildings; for plumbing, electric wiring and other improvements, as provided for by chapter 431 of the Laws of 1902, and chapter 599 of the Laws of 1903. The alterations have greatly improved these structures.

The administration building is now in service again, and it is in many respects much more satisfactory than ever before. It is unfortunate that, on account of insufficient appropriation, all the changes and repairs recommended in this building could not have been accomplished at one time; but as the total amount available for alterations in the two buildings was much less than the lowest offer for the work, important modifications of the plans

had to be made. These omissions will make it necessary to vacate the building again to make these additional improvements. All the repairs and alterations in any one building should be made at the same time. It is exceedingly embarrassing to the administrative and general routine to vacate buildings in order that workmen may make repairs.

The appropriation of \$10,000 for a new hospital was used to alter one wing of the prison building into a hospital, instead of for the erection of a separate building for that purpose as seems to have been contemplated by law.

All of the cottages should be equipped with fire-escapes. During the last fiscal year \$650 was drawn from the maintenance fund to pay in part for the erection of eight fire escapes. Ten additional escapes are required to complete the equipment. To reimburse the maintenance fund, and provide for the construction of these additional fire-escapes makes an appropriation of \$1,650 necessary.

The system, which has been in use in this institution since its occupancy as a house of refuge, requires each inmate to be locked in her room at night. In case of an emergency, such as fire, it might be difficult and dangerous to unlock the doors in order to release the inmates. The electric annunciator system does not require locked doors. It will control the movements of the girls in the training school, and can be placed in the cottages with a comparatively small expense. An appropriation is recommended for this purpose.

The following appropriations, or so much thereof as may be necessary, are recommended.

For coal pockets with driveway, forming a retaining wall to the power house, \$5,000; for fire-escapes, \$1,650; for contact beds for sewage disposal plant, in addition to the amount available from the funds appropriated in 1900 and since reappropriated for the construction of the sewage disposal plant, \$1,000; for water filter system, \$1,500; for steel cooking ranges for the cottages, \$900; for fruit trees, shade trees, ornamental trees and shrubs, \$1,000; for fencing, \$2,000; for extraordinary repairs and equipment, \$2,500; making the special appropriations recommended \$15,500; for maintenance, \$60,000; making the total appropriations recommended \$75,550.

**WESTERN HOUSE OF REFUGE FOR WOMEN, ALBION,
ORLEANS COUNTY.**

[Established 1890.]

This institution has capacity for 150 inmates. The number of inmates present October 1, 1903, was 134, and 86 were admitted during the year, making the total number under care 220. During the year 50 were discharged and 2 died, leaving 168 present October 1, 1904, of whom 1 was under two years of age. The average number present during the year was 145 and the average weekly cost of support, including the value of home and farm products consumed, \$4.39; excluding this value, \$4.21.

The receipts for the fiscal year ending September 30, 1904, were: From cash balance of the previous year, \$520.51; from special appropriations, \$3,199.46; from general appropriations, \$32,000; from home products, \$1,348.11; from miscellaneous sales, \$32.15; total, \$37,100.23.

The extraordinary expenditures for improvements were \$3,199.46, making the total \$36,290.86, and leaving a cash balance of \$809.37 at the close of the year.

The institution is now accommodating 26 more girls than the buildings were intended for, and to provide for these and to make room for the additional commitments during the coming year, two more cottages are required. These should each have a capacity of 30, and their erection will enlarge the total capacity from 150 to 210, excluding the hospital, which must be reserved for emergencies.

The cottage type of dormitory is the most satisfactory building for such women as are sent to this institution. It permits the matrons to be in close daily intercourse with each inmate of their cottage. Individual attention is given to their needs, and a moral influence is thus exerted which is of great value in the training of girls. The value of cottage training is impaired by overcrowding. At the present time some of the inmates are sleeping in the halls. The erection of new cottages should be undertaken at the earliest possible moment.

All suitable building sites for cottages within the present inclosure are now occupied. The extension of the institution after the two cottages now recommended are built will compel

the location of all new buildings upon low, unsuitable land or their separation by a public road from the present group unless adjoining land is acquired. Your Committee recommends this. The tract of farm land now owned by the institution should be sold. It is separated from the buildings by the public road, and is unavailable for institutional use.

At the present time the institution has no assembly hall in which the inmates can gather. On all general occasions, the schoolroom has to be used. It is not suitable for general gatherings, as it is too small, and an assembly hall is desirable. The rooms in the school building are all needed for school and industrial purposes. And your Committee recommends that an assembly building be provided large enough to accommodate 250 inmates and officers.

The present administration building is too small for the accommodation of the officers and the transaction of administrative work. There is no place for keeping important records, nor is there a sufficient number of rooms to accommodate the officers who should live in the buildings. The enlargement of this building has been recommended by this Board in previous reports, and the increasing population of the institution makes it more necessary than heretofore that additional room be provided.

The carriage required for the use of the institution is worn out and should be replaced. This was recommended in the last two annual reports, and the recommendation is renewed.

The library contains very few books. It has received no additions for several years, and there should now be added to it a supply of new books and repairs be made to those on hand. Your Committee believes that the best provision for supplying the State institutions with suitable literature for the use of the inmates will be through a central library to be maintained and controlled by the State Library at Albany. This could be organized as are the traveling libraries under its control, and each of the institutions would thus enjoy from two to four times each year a stock of fresh books. By this plan the expenditures of the State would not be as great as if each institution has its own special library, and the books would be in better condition, represent later issues, and be more carefully selected.

TEACHERS.

In answer to inquiries, Miss Curtin said that the institution is allowed only two teachers. She also stated that some of the girls when received cannot read or write. Three hours are spent in class per day. With the present population of 166, each teacher is therefore responsible for the primary instruction of 83 girls, as nearly all the inmates of this institution still need common school education. Satisfactory results with so many cannot be obtained with only two teachers. In view of the fact that there was an increase of thirty inmates during the past year in the population and of the prospect of the continuation of this increase, the committee believes that two additional teachers should be provided. With the increased number of girls, it will be necessary to employ an increased number of attendants all along the line, and this will in part use up the extra maintenance appropriation asked for.

HEALTH.

On the day of the committee's visitation, October 15th, only one girl was ill in bed in the hospital. The health of the inmates has been excellent during the year, except at the time of the epidemic of diphtheria, in October. One inmate was in bed, suffering from headache. There was one death from diphtheria and one from pneumonia during the year ending October 1, 1904.

DISCIPLINE.

The discipline appeared to be excellent. No corporal punishment is ever used, and good order is maintained without anything more severe than temporary restraint. The fence about the institution in many places could be easily climbed by a girl of average agility and strength, yet there has been only one attempted escape this year, and in that instance the girl was found and brought back to the Reformatory in a few hours.

RELIGIOUS SERVICES.

Religious services are held once every Sunday afternoon. The officiating clergymen are the resident Episcopalian, Presbyterian, Baptist, Free Methodist and Universalist pastors of the village, and serve in rotation. They are paid \$3.00 for each sermon.

The Catholic priest in the village cannot arrange for Sunday services, but makes his visitations on Monday mornings. A Lutheran minister visits twice each month to see a few of his faith. It would be much better if a regular chaplain were appointed to give his time to this work.

THE FARM.

The Committee on Reformatories inspected the farm site belonging to the institution. This is located on the other side of one of the neighborhood main highways, and comprises about 62 acres. At present it is leased to a farmer who pays a rental of about one-half of its product. During the fiscal year ending October 1, 1904, this rental was said to amount to about \$40 in ready money, which was sent in to the State Treasurer in accordance with law. Besides this cash rental, the tenant gave some produce—wheat, oats, potatoes and hay—which was used in the institution. On one corner of the farm site, quite near to and almost opposite the Administration Building, is a frame dwelling now used as a residence by the coachman of the institution. In the rear of this cottage there is a frame barn in which the horses are stabled and back of that a piggery. With the exception of this dwelling, the balance of the property is now and has been for years practically useless to the institution, as the highway separates it from the main grounds.

Your committee strongly advises that this farm be sold, and recommends that with the proceeds and such additional appropriation as may be necessary, there be purchased for use of the institution 26 acres of the farm of a Mr. Denio which join on the south the site now occupied by the institution for its buildings. This tract continues from the institution line down to the roadbed of the N. Y. C. & H. R. R. R. with a private road through its center. This can be closed at any time.

The land slopes gently from the institution grounds down to the railway. There is a good dwelling house upon it, which could be temporarily used for the employees of the institution, and the possession of this ground would more than double the value of the site of the institution. It is needed for additional buildings, additional recreation ground for the girls and also additional garden land for their employment. In addition to this

ownership to the railway would make it easy to have a spur built by the railroad company from the main tracks to the power house of the institution. This would save time and expense in loading and hauling the coal and other supplies, and would result in a substantial saving to the State. Squaring out this property besides would make all of it more valuable. It would be much more convenient to have the coachman live nearer the railway than he now does, and would save much time and trouble, and also a great deal of labor in the winter when the roads are made almost impassable by the snow drifts.

The committee recommends for this institution the following appropriations, or so much thereof as may be necessary:

For two new cottages and their equipments, each cottage to accommodate 30 persons, \$50,000; for an assembly hall and gymnasium, \$20,000; for enlargement of the administration building, \$5,000; for a new carriage and equipment, \$500; for the purchase of additional land, \$2,500; making the special appropriations recommended, \$78,000; for maintenance, \$40,000; making the total appropriations recommended, \$118,000.

**NEW YORK STATE REFORMATORY FOR WOMEN,
BEDFORD, Westchester County.**

[Established 1892.]

This institution has capacity for 220 inmates. The number of inmates present October 1, 1903, was 198, and 112 were admitted during the year. Fifty-six were paroled, 3 died and 28 were otherwise discharged, thus leaving 223 present October 1, 1904, of whom 5 were infants. The average number present during the year was 211, and the average weekly cost of support, including the value of home and farm products consumed, \$4.51; excluding this value, \$4.44.

The receipts for the fiscal year ending September 30, 1904, were: From cash balance of the previous year, \$1,028.29; from special appropriations, \$381.96; from unexpended appropriations of former years, \$3,500; from general appropriations, \$45,000; from all other sources, \$37.84; total, \$49,948.09.

The expenditures for improvements, and for all other extraordinary expenses was \$381.96; making the total expenditures, \$49,175.88, and leaving a cash balance of \$772.21 at the close of the year.

At the beginning of the fiscal year, October 1, 1903, the number of inmates in this institution was 198, as compared with 151 September 30, 1902. On September 30, 1904, the number of inmates was 223, and during the year the average was 211. The growth of this institution has been rapid, and at the present time it is greatly overcrowded. The accommodations are sufficient for 220 inmates, but with this number present there is no opportunity for proper classification. In its annual report presented to the Legislature of 1904, the State Board of Charities recommended the immediate enlargement of the institution in order to keep pace with commitments. This recommendation is renewed, and it is suggested that provision should now be made for two additional cottages, each large enough to accommodate thirty.

The present reception building has never been satisfactory, and changes should be made in it. The use of many of the cells now occupied constantly by inmates is deprecated. They are strictly prison cells, and are so isolated as to make it difficult to supervise the girls. Women who should be committed to this reformatory are now committed to the workhouse or to the penitentiary. The institution should be enlarged and properly arranged to receive all the women of this class.

An industrial building is greatly needed. This will provide for the general workrooms, and a part of it might be used also for schoolrooms. At present the industrial rooms are in the administration and reception buildings, but, as both are over-taxed and the population is constantly increasing, an industrial building should be erected to relieve the situation.

It is desirable to have the male employees at hand for emergencies. With a single exception they now reside more than two miles away, and could not be of service in case of fire or other need. It is recommended that an additional cottage for employees be built.

The dynamo and engine should be duplicated, as the power plant is now taxed to its full capacity. In the event of a breakdown the institution would be left in darkness and serious consequences might follow. The need of an auxiliary engine and dynamo is therefore imperative, and an appropriation is recommended for this purpose.

An appropriation should be made for the purchase of cement

for walks about the buildings and grounds. These walks can be made by the inmates, who, during the past season, have graded and otherwise improved the grounds.

There should be a fence around the property to protect it from the encroachment of cattle.

Your committee recommends for this institution the following appropriations, or so much thereof as may be necessary:

For two cottages and their equipment for inmates, each cottage to accommodate thirty persons, \$50,000; for furnishing the same, \$1,800; for an industrial building, \$10,000; for a cottage for employees, \$2,500; for an auxiliary engine and dynamo, \$3,500; for fence around property and improvement on highway front, \$1,750; for cement for walks, the labor to be performed by inmates, \$500; making the special appropriations recommended, \$70,050; for maintenance, \$66,000; making the total appropriations recommended, \$136,050.

SOCIETY FOR THE REFORMATION OF JUVENILE DELINQUENTS IN THE CITY OF NEW YORK, USUALLY KNOWN AS "THE HOUSE OF REFUGE," Randall's Island, New York City.

[Established 1824.]

This institution has capacity for 1,000 inmates. The number of inmates present October 1, 1903, was 931, and 471 were admitted during the year, making the total number under care, 1,402. During the year 571 were discharged and 3 died, leaving the present number, October 1, 1904, 828. The average number present during the year was 864, and the average weekly cost of support, including the value of home and farm products consumed, \$5.29; excluding this value, \$3.71.

The receipts during the year ending September 30, 1904, were: From cash balance of the previous year, \$1,546.76; from special appropriations, \$6,147.01; from deficiency appropriations, \$8,000; from general appropriations, \$148,750; from all other sources, including, \$13,905 from the board of education, New York City, \$14,379.97; total, \$178,823.74.

The ordinary expenditures for the year were: For salaries of officers, wages and labor, \$73,184.13; for provisions, \$42,897.39; for household stores, \$6,133.43; for clothing, \$17,077.19; for fuel and light, \$18,359.94; for hospital and medical supplies, \$883.38;

for transportation and traveling expenses, \$466.81; for shop, farm and garden supplies, \$4,401.78; for expenses of managers, \$362.81; for remittance to State Treasurer, \$474.97; for all other ordinary expenses, \$3,353.70; total ordinary expenditures, \$167,595.53.

The extraordinary expenditures were \$5,340.51 for extraordinary repairs, and \$806.50 for all other extraordinary expenses, making the aggregate expenditures for the year, \$173,742.54. The cash balance at the close of the year was \$5,081.20, and there was no outstanding indebtedness.

During the year covered by this annual report, the affairs and management of the House of Refuge maintained by the Society for the Reformation of Juvenile Delinquents in the City of New York have been the subject of an exhaustive investigation, a full report of which is appended to the report of the State Board of Charities for 1904. Since that report was made there have been few changes in the institution, the most important being the retirement of the superintendent, Mr. Omar V. Sage, which occurred June 1, 1904. The Board of Managers, recognizing the importance of the position, deferred the appointment of a successor to Mr. Sage until they had carefully inquired into the qualifications of a large number of applicants, among whom were retired officers of the army and navy. They finally selected Mr. Joseph P. Byers, warden of the Eastern State Penitentiary of Pennsylvania, Philadelphia, and formerly Secretary of the State Board of Charities of Ohio. He also served for a time as Superintendent of the Indiana State Reformatory.

The establishment, by chapter 718 of the Laws of 1904, of "The New York State Training School for Boys," a new State institution, indicates the ultimate intention on the part of the State to take under its own control the training of its delinquent wards. The new training school is to be located within fifty miles of New York city, on a suitable tract of not less than one thousand acres of land, and when the commission shall have chosen and secured the land, and the construction of the buildings begins, the mission of the House of Refuge on Randall's Island, so far as its present work is concerned, will approach its end.

The commitment of girls to this institution ceased June 1, 1904, at the same time the law prohibited commitments to the State

Industrial School at Rochester. The girls' department, however, still continues, and will be maintained until such time as the girls now in charge of the House of Refuge shall have earned their paroles. When this comes to pass, the girls' building will be occupied by the younger boys, and a better classification enforced in all the buildings than is at present possible.

Until "The New York State Training School for Boys" is in operation, it will be necessary to make ample provision for the health, comfort and discipline of those committed to the House of Refuge on Randall's Island. Many repairs are necessary in the buildings to protect the general health. The flooring requires renewal in some places; the roof and cornices on the south industrial building and on a part of the main building are very much out of repair; and many windows should have new sashes put in, that the boys may be comfortable in cold weather. A large number of repairs of this character should be provided for, and whatever else is necessary to secure the general safety should receive attention.

Your committee recommends for this institution the following appropriations, or so much thereof as may be necessary:

For extraordinary repairs and equipment, \$10,000; for maintenance, \$168,000; making the total appropriations recommended, \$178,000.

Respectfully submitted,

WM. R. STEWART, *Chairman,*

STEPHEN SMITH, M. D.,

MRS. BEEKMAN DE PEYSTER,

Committee.

October 18, 1904.

REPORT

OF THE

COMMITTEE ON IDIOTS AND FEEBLE-MINDED

REPORT OF THE COMMITTEE ON IDIOTS AND FEEBLE-MINDED.

To the State Board of Charities:

Your Committee on Idiots and Feeble-Minded reports that the several State institutions for the care of this class of public dependents are crowded to their utmost capacity.

The Syracuse State Institution for Feeble-Minded Children has had for some years a capacity for 546 inmates. During the fiscal year its average number present was 509. There were 89 admitted during the period, and 83 were discharged and 7 died, making the admissions and discharges very nearly equal. The ordinary movement of the population in this institution has been regular for a number of years, and although apparently there are six or seven unoccupied beds, the number of applicants expected but who are not immediately taken to the institution, as well as inmates away temporarily, makes it necessary that about this number of beds be always ready for emergencies.

In the State Custodial Asylum for Feeble-Minded at Newark, the capacity is now for 531 inmates. It has had 578 under care during the year, 63 were admitted, and 25 were discharged, and 4 died, making the actual number present at the close of the year 549, or 18 more than the normal capacity of the present buildings.

At the Rome State Custodial Asylum the capacity is for 750 inmates, and the average number present during the year was 683, but the capacity at the beginning of the year was 100 less than at its close. The institution has been filled practically throughout the period, for as soon as a new building was opened or the repairs completed upon an old one, additional patients were received and the new space filled up.

The admissions to the Rome State Custodial Asylum during the year were 148, and the discharges 11, and 63 died. At the close of the fiscal year there were present 459 males and 252 females, a total of 711. At that time there were a great number of accepted applications, which would fill the vacant beds as soon as the patients were brought to the asylum.

From this statement of the capacity and inmate population of the three institutions for the feeble-minded, it will be apparent

that their enlargement is urgently necessary. In the case of the Syracuse State Institution for Feeble-Minded Children, space is now occupied by many inmates who have passed the time when further training will be of any real advantage. These patients should be removed to the asylums at Newark and Rome, in order that feeble-minded children of teachable age may be taken under the care of the school. Many such children are forced to remain in other institutions owing to the fact that this, the only public school of the kind in the State, has much of its capacity taken up by adult inmates. These children need the care of the State, for defectives are out of place in orphan asylums and homes for children. The training in them cannot be such as they need. They are often vicious and a disturbing element, seriously inciting other children to evil, thus making the general institutional work much harder by their presence. Hence, they should be in the special institution.

The removal from the Syracuse school of the adult inmates, numbering now over 150, will open it to an equal number of children now deprived of proper training. Arrangements should be made for the removal of the feeble-minded women in the school to Newark at the earliest possible moment. There is no room for them in the custodial asylum at present, but as soon as the building now in course of completion is finished, an opportunity will present itself for the transfer.

In addition to the feeble-minded women now present as inmates in the Syracuse State School for Feeble-Minded Children, there are many such women in county, city and town almshouses and other institutions, where they are cared for at public expense, and in family homes, who should be cared for in the Newark asylum. No other place can offer such humane and satisfactory care and restraint, or give such protection to the public and to the inmates as it does. In the almshouses alone, there are more than 450 of these feeble-minded women, of whom nearly one-half are of the child-bearing age. Their presence in the almshouses is a moral danger; they are there an incentive to crime; discipline is more difficult because of their influence upon other inmates, and there is an ever present danger of their giving birth to feeble-minded children who must later also become dependents upon public charity.

The Newark institution should be large enough to take every one of these women under its care. They could then receive the protection their condition demands, and be cared for by attendants of their own sex. If placed there the several localities of the State where they are now maintained at public expense would be saved the cost of their maintenance.

The same statements apply to the Rome institution. There are many unfortunate idiots and men of the feeble-minded class in almshouses, and the custodial asylum at Rome should be made large enough to permit their removal to its care. Over 700 are now practically clamoring for admission to this institution, but its present capacity does not permit that any be received except such as are sent to take the places of those who die or are discharged. As ordinarily few are discharged, the vacancies may be said to occur through death only.

It seems to your committee that the State will be greatly benefited if the facilities of these institutions be made sufficiently large to segregate all the feeble-minded of the State. The asylums should be enlarged rapidly and then the relief of the almshouses will be a matter of a very short time. It is most important, from the standpoint of the State's welfare, both moral and financial, that these dependents be segregated, and liberal appropriations for enlargement of the institutions, the only way to accomplish it, will prove a wise investment of public funds.

**SYRACUSE STATE INSTITUTION FOR FEEBLE-MINDED
CHILDREN, SYRACUSE, Onondaga County.**

[Established 1851.]

The receipts during the year ending September 30, 1904, were: From cash balance at the close of the previous year, \$1,465.86; from special appropriations, \$5,985.66; from unexpended appropriations of former years, \$2,075.78; from general appropriations, \$90,500; from the sale of farm and garden produce, \$585.95; from labor of inmates, \$152.96; from counties, towns and cities, \$9,679; from individuals for the support of inmates, \$2,322.05; from sources not classified, \$91.32; total, \$112,858.58.

The ordinary expenditures during the year were: For salaries of officers and teachers, \$12,748.18; for wages and labor, \$24,446.59; for provisions, \$21,085.56; for household stores, \$3,815.07;

for clothing, \$7,633.11; for fuel and light, \$14,102.97; for hospital and medical supplies, \$672.39; for transportation and traveling expenses, \$100.14; for shop, farm and garden supplies, \$5,084.53; for ordinary repairs, \$596.19; for expenses of managers, \$122.18; for remittance to State Treasurer, \$12,831.28; for all other ordinary expenses, \$2,804.58; total, \$106,042.77.

There was also expended for extraordinary repairs, \$5,666.01, and for other extraordinary expenses, \$319.65, making the total expenditures for the year, \$112,028.43. There was no indebtedness and the assets were: Balance in cash, \$830.15; due from counties, towns and cities, \$830; due from individuals, \$330.83; by chapter 599 of the Laws of 1903, \$781.09, a total of \$2,772.07.

No important changes have been made in the educational methods of this institution during the year. The continuance of instruction in Sloyd has proven satisfactory, and many of the boys have acquired a fair degree of dexterity in the use of tools.

The only changes in the buildings since the last report have been in connection with the ventilation of the classrooms. This has been greatly improved, but the old main building requires a system of ventilation which will insure pure air in all the rooms at all hours. To install this will be expensive, but ultimately it should be done.

The general health of the inmates has been good during the year, although there were outbreaks of contagious diseases from time to time. It has been noticed for a number of years past that these outbreaks occurred periodically, but so far it has been impossible to determine the cause. All the milk is produced on the Fairmount farm, the water is from the mains which supply the city of Syracuse, and the drains are connected with the city sewer system. The repairs to the plumbing which have been made in late years have not been sufficiently extensive, and all the older portion should be taken out and modern plumbing substituted.

The work upon the Fairmount farm has been done by inmates as heretofore, under the supervision of an officer of the institution. It is a question whether it is wise to maintain a colony of feeble-minded men on this farm, where there must be more or less contact between them and the younger pupils of the school, as well as with outsiders. In the opinion of this Board, as here-

tofore expressed, it would be better to send all who pass the period when further instruction will prove profitable, to the State Custodial Asylum at Rome, and if the farm is to be retained have the work supervised by responsible paid employees who can train the younger inmates in such work.

A part of the steam heating plant requires renewal. This work should be completed at an early date, and the continuance of the extraordinary repairs such as new floors and steel ceilings in various parts of the buildings be provided for. It is necessary that there be shower baths for all parts of this institution. The unexpended appropriation for plumbing is sufficient to extend the improvements to the boys' building only; and the main building, hospital, south wing, and probably the north wing, will have to be provided for.

The committee recommends for this institution the following appropriations or so much thereof as may be necessary:

For extraordinary repairs and equipments, \$4,000; for the continuance of improvements in the plumbing and to provide shower baths, \$10,000; making the special appropriations approved of, \$14,000; for maintenance, \$84,000; making the total appropriations recommended, \$98,000.

**STATE CUSTODIAL ASYLUM FOR FEEBLE-MINDED
WOMEN, Newark, Wayne County.**

[Established 1878.]

The receipts during the year ending September 30, 1904, were: From cash balance at the close of the previous year, \$1,318.46; from special appropriations, \$13,911.91; from unexpended appropriations of former years, \$300; from general appropriations, \$60,000; from all other sources, \$82.88; total, \$75,613.25.

The ordinary expenditures for the year were: For salaries of officers and employees, \$25,415.61; for provisions, \$16,152; for household stores, \$3,147.93; for clothing, \$2,802.61; for fuel and light, \$6,893.09; for hospital and medical supplies, \$672.28; for shop, farm and garden supplies, \$1,923.17; for ordinary repairs, \$351.68; for expenses of managers and officers, \$278.85; for remittance to State Treasurer, \$82.88; for all other ordinary expenses, \$2,788.11; total ordinary expenditures, \$60,508.21.

The extraordinary expenditures were \$13,911.91, of which \$10,-

415.28, was for buildings and improvements, \$2,422.18 for extraordinary repairs, and \$1,074.45 for all other extraordinary expenses, making the total expenditures for the year, \$74,420.12. and leaving as balance in cash at the close of the fiscal year, \$1,193.13. The outstanding indebtedness was \$176.71 for unpaid bills and the only asset was the balance in cash.

The opening of Cottage F during the year has again enlarged the capacity of the institution. Cottage G, now under construction, is intended to accommodate sixty inmates, and will, when opened, permit a still more satisfactory classification of the inmates in all the cottages. The pressure in behalf of the feeble-minded women in this State who need custodial care is so great that this institution should be enlarged to its proposed maximum capacity at as early a date as possible.

The erection of three additional cottages with a capacity of sixty each should be provided for at this time. This will afford an opportunity for the transfer of the feeble-minded women from the Syracuse school, and for a more logical grouping of the feeble-minded than is at present possible.

Under the law, feeble-minded women are now maintained in this custodial asylum only during the child-bearing period, after which they are discharged to the counties from whence they came, and in most instances immediately enter an almshouse. In some cases, county superintendents of the poor secure the transfer directly from the custodial asylum at Newark to the Rome State Custodial Asylum, but in others the women are either maintained in the almshouses permanently or are eventually sent to the Rome institution.

The maintenance of men and women of the feeble-minded type in the same institution is frequently subversive of discipline, at times gives rise to scandal, and always complicates the problems of management. In one almshouse recently such a scandal and abuse of a feeble-minded woman has resulted in an indictment. If the Newark Custodial Asylum for Feeble-Minded Women were enlarged so as to take under its care and retain permanently all women of this class who require custodial restraint, the problem of State care of the feeble-minded would be simplified. The Rome State Custodial Asylum could then be devoted solely to the care of the idiotic and feeble-minded men and boys. The

buildings now standing and others to be provided would give opportunity for such changes in classification there as would prove of decided benefit. The farm lands could be added to, and colony life in a restricted form be made a prominent feature. As all the feeble-minded women would then be in the Newark Asylum, they would have the care of female attendants and officers, and it would be possible to extend industrial occupations and make the home products a considerable factor in the yearly maintenance.

The electric light machinery for the asylum is insufficient for all the work required of it. A new building will shortly be opened, which will add to the present difficulty, and it is therefore necessary that an auxiliary dynamo and engine be installed so that there may be ample electric light for the institution and grounds.

During the year the asylum has completed the pipe line for its own water supply from springs. These have sufficient flow to give pure water for all purposes. The Newark City Water Company, however, owns the mains and pipes within the grounds of the institution, and it will be necessary to provide by an appropriation for their purchase, and also for the construction of a pumphouse, a covering for the springs, and a new fire pump.

Many yards of cement walks between buildings have been laid. These add to the comfort of the inmates, and are used for exercise every day. In winter they afford the only places whereon daily exercise in the open air can be safely taken. The system of cement walks should be extended, and there should also be some additional grading and road making.

Your committee recommends for this institution the following appropriations or so much thereof as may be necessary:

For three new cottage dormitories, to be built upon the general plans of the "G" cottage, \$84,000; for furnishing the same, \$9,750; for an auxiliary electric light unit, dynamo and engine, and for installing the same, \$3,500; for purchase of the rights of the city water company of Newark to the mains and piping within the grounds of the institution, \$1,000; for construction of pumphouse, covering for springs, and new fire pump, \$2,000; for new laundry machinery, \$3,000; for cement walks and for roads and grading, \$1,500; for extraordinary repairs and equipment, \$1,500;

making the special appropriations recommended, \$106,250; for maintenance, \$70,000; making the total appropriations recommended, \$176,250.

THE ROME STATE CUSTODIAL ASYLUM,

Rome, Oneida County.

[Established 1893.]

The receipts during the year were: From cash on hand at the beginning of the year, \$738.77; from special appropriations, \$31,852.93; from general appropriations, \$90,700; from all other sources, including \$19.58 from sale of farm and garden produce and \$95.75 from individuals for the support of inmates, \$136.76; total, \$123,428.46.

The ordinary expenditures were: For salaries of officers, wages and labor, \$37,336.68; for provisions, \$21,890.69; for household stores, \$3,576.34; for clothing, \$5,063.73; for fuel and light, \$11,833.26; for hospital and medical supplies, \$449.40; for shop, farm and garden supplies, \$5,268.62; for ordinary repairs, \$664.55; for expenses of managers, \$582.77; for remittance to State Treasurer, \$136.76; for all other ordinary expenses, \$2,023.48; total, \$88,826.28.

The total extraordinary expenditures were \$31,852.93 for buildings and improvements, making the aggregate expenditures for the year \$120,679.21, and the cash on hand October 1, 1904, \$2,749.25.

The enlargement of this institution is necessary. The work provided for under chapter 572 of the Laws of 1903, which made sundry appropriations for improvements and repairs, has been under contract during the year and is now completed. This has afforded opportunity for the reception of a number of inmates from almshouses in the State, and also for the transfers from the Syracuse State Institution for the Feeble-Minded, and the State Custodial Asylum for Feeble-Minded Women at Newark. The transfers from the Syracuse State School have opened that institution to many young children of the feeble-minded class who otherwise would have been unable to enter. The transfers from the custodial asylum at Newark have only made a change from one custodial institution to another, and it is a question whether such transfers are profitable.

The enlargement of these institutions should keep pace with the demands for admission, and the institution at Rome should be devoted solely to feeble-minded males needing custodial care. This would involve the enlargement of the Newark custodial asylum for feeble-minded women, and the transfer to it of all female inmates of the Rome asylum. This may require a change in the laws relating to these institutions. As the Newark asylum is intended for the protection of feeble-minded women, there is no good reason why it should not retain permanently all who require care. All feeble-minded women needing custodial care should be under the care of women.

The distribution of the feeble-minded into institutions, each of which receives one sex only, is a better way to care for them than to have men and women in the same asylum. The principle of classification is most successful for the feeble-minded when the sexes are entirely separated, and this Board recommends that the laws governing these two institutions be changed so that hereafter all women of the feeble-minded type, needing custodial care, be sent to the Newark asylum; and the Rome custodial asylum be reserved for males.

There is urgent need of a hospital for inmates suffering from acute attacks of disease. This asylum is so large, and its inmates are of such a character, that a hospital sufficient for at least fifty patients and their attendants is a necessity. The sick have now no special accommodations. They receive attention in the general dormitories, where the air is vitiated, where quiet cannot be maintained, and where it is difficult to administer to their needs with certainty and safety. There is no proper place even for surgical work, and under these circumstances every operation is unnecessarily dangerous.

The need of a building for employees has been presented in previous annual reports. Such a building would permit the use of the space now assigned to attendants to be set apart for inmates in the present dormitory buildings, and at the same time it would afford employees a means of relief from constant association with the idiotic. The strain upon the nerves, due to this association, together with the responsibility involved, is great in any case, but in time becomes unbearable unless opportunities for relief are afforded.

An appropriation was made by chapter 727 of the Laws of 1904, for one-half of ward building "J," to accommodate one hundred inmates, but the amount was insufficient to build such a dormitory according to the plans prepared, and an additional appropriation of \$15,000 will be necessary.

There is pressing need for a small cottage building for the use of the engineer in charge of the machinery. He should be within call day and night, but at the present time there are no accommodations for him nearer than Rome, two miles away. It is recommended that a small farm of sixty acres, which adjoins the State land, and on which there are two good cottages, be purchased. This will afford a residence on the grounds for the engineer, and as the cost of a cottage to be built for him would be at least \$2,500 and the land and cottages can be purchased for \$4,000, it will be economy to secure this tract and use the land for garden purposes.

The methods of sewage disposal have been sufficient up to the present time. The enlargement of the institution has now made it necessary that sewage filtration beds be provided to prevent complaints from neighbors and to secure the proper disposition of the wastes. These beds will require about two acres of land, and should be made after the plans of those at Craig Colony.

The institution has reached a point where it is necessary to add another boiler to the present battery. There is room in the boiler house for this. As a new building is provided for and will soon be erected, and as the present boiler capacity is only sufficient for the buildings now in use, the additional boiler should be installed during the summer of 1905.

A large amount of extraordinary repairs should be undertaken at once to protect the property and to finish work left unfinished, under contracts. None of the interior walls of the new buildings were ever painted, the plaster is disintegrating in many places, and the walls are dirty. The kitchen and dining room building has been in service five years without painting, and the ward buildings, "F," "G" and "B" have also been in service for a long time. Provision should be made for this painting and for the other extraordinary repairs and equipment.

The barn accommodation is inadequate. The institution needs an additional daily supply of milk, but there is no place to house

the stock. It has been found at this institution that the cost of milk purchased is twice that produced on the farm. It will be economical to provide ample barn room and keep more stock. This is especially necessary as a portion of the population require a milk diet.

The serving-room in connection with the kitchen and dining-rooms should have a tile floor. Although this building has been in use but little over five years, the floor in the serving-room is badly decayed. The floor is of Georgia pine, but no wood can stand the service required in this particular place. A tile floor is therefore recommended.

Your committee recommends for this institution the following appropriations or so much thereof as may be necessary:

For an employees' building to accommodate one hundred, \$45,000; for completing one-half of ward building "J," to accommodate one hundred inmates, in addition to the appropriation made by chapter 727 of the Laws of 1904, \$15,000; for a hospital for fifty patients, \$25,000; for the purchase of sixty acres of land adjoining the institution grounds on the east, \$4,000; for sewage filtration beds, \$2,000; for ditching and draining, \$1,000; for boiler and connections, \$3,000; for extraordinary repairs and equipments, \$2,500; for painting, \$4,000; for additional barn accommodations, \$4,000; for farm-stock and utensils, \$2,500; for tile floor in serving-room, \$1,000; making the special appropriations recommended, \$109,000; for maintenance, \$110,000; making the total appropriations recommended, \$219,000.

Respectfully submitted,

DENNIS McCARTHY,
STEPHEN SMITH, M. D.,
S. W. ROSENDALE,

Committee.

October 17, 1904.

R E P O R T

OF THE

COMMITTEE ON SOLDIERS AND SAILORS' HOMES

REPORT OF THE COMMITTEE ON SOLDIERS AND SAILORS' HOMES.

Your committee respectfully presents its report for the year ending September 30, 1904. Both of the Homes for Veterans have been visited by members of the committee, and were also regularly inspected by the Inspector of State Charitable Institutions. Your committee is glad to report that these two Homes are in excellent condition so far as the buildings and grounds are concerned, and that the care given to the inmates is satisfactory.

In institutions as large as the Soldiers' Home at Bath repairs and betterments must be made constantly. The recommendations for such repairs and betterments, and the suggestion for adequate appropriations which were made by the Board of Managers and approved by the State Board of Charities to the Legislature of last year, have secured to the Home an additional building, which is now completely equipped and in full service. The Convalescent Hospital, as it is called, is intended to be an annex to the main hospital. It will be used for overflow wards and also for dormitories for those members of the Home who from chronic ailments or physical inability cannot safely have quarters in the general barracks. It has its own dining room and is connected with the hospital kitchen, so that those who are domiciled in it do not have to cross the grounds for their meals.

The building is a large one and is pleasantly arranged, although some of its equipment is insufficient for the number of men who are quartered in it. The toilet and bathing facilities in particular are not more than sufficient for one-half the population which the building is intended to contain. It is hoped that this lack of equipment will be remedied and the building be provided with all that is necessary for the comfort and welfare of the inmates.

In the Woman's Relief Corps Home at Oxford a new dormitory building was also completed and has been put into service. The large expenditures for these buildings, their furnishings and equipment, give promise that the inmates will have every necessary comfort, and that as the new dormitory is now in service the overcrowded condition which has prevailed hitherto will cease.

A change in the superintendency was occasioned by the death of the former superintendent, Mrs. Putnam, and the Board of Managers selected Mrs. Eliza Owen to fill the place. She has been in charge since early in 1904 and has already become thoroughly familiar with the responsibilities of the position.

NEW YORK STATE SOLDIERS AND SAILORS' HOME,

Bath, Steuben County.

[Established 1878.]

This institution has capacity for 1,950 inmates. The number of members October 1, 1903, was 1,718, exclusive of 358 enrolled but absent; the admissions during the year were 1,106; total for the year, 3,182. There were 825 discharged and dropped out during the year; 165 died and 400 were absent, thus leaving at the close of the year 1,792 actually in the institution, and a total enrollment of 2,192.

The average number present during the year was 1,785, and the average weekly cost of support, excluding the value of home and farm products consumed, \$2.56.

The total receipts of the institution for the fiscal year ending September 30, 1904, were: Cash balance of the previous year, \$39,533.57; from special appropriations, \$28,040; from unexpended appropriations of former years, \$1,527.63; from general maintenance appropriations, \$242,000; from all other sources, \$842.11; total, \$311,943.31.

The ordinary expenditures were \$238,566.02.

The extraordinary expenditures were \$44,218.10 for buildings and improvements, making the aggregate expenditures for the year \$282,784.12, and leaving a cash balance of \$29,159.19 at the close of the fiscal year.

The segregation of patients suffering from tuberculosis would be an additional measure of relief. There are not less than 100 patients in this Home who are in various stages of pulmonary tuberculosis. The erection of a separate building for their care would not only relieve to some extent the congested condition of the hospital and barracks, but would safeguard other patients against the danger now incurred through enforced association with those suffering from a deadly communicable disease.

The necessity of a suitable disciplinary building for the tem-

porary detention of men unable to care for themselves, and who may be in such condition that they cannot be safely placed in the dormitories, has been strongly urged for several years. The increasing population makes it absolutely essential that decent and comfortable quarters for those whose detention is desirable should be provided, and that the "Snug Harbor" be removed to a building with satisfactory sanitary conditions.

The alterations and improvements which have been under way for several years in the engineer's department have gone forward during the year and should be carried to a speedy completion, so that the power plant will be effective for all the needs of the Home, and be prepared for emergencies.

The building used as a bakery is no longer satisfactory. The oven is broken and cannot be properly repaired. It will be more economical to erect a new building, as recommended last year.

The necessity of an addition to the main kitchen and the installation of facilities for cold storage therein has been spoken of heretofore and its economy shown. The growth of the institution makes this improvement more essential than ever, and it will be advisable to provide for it at an early date.

Your committee recommends for this institution the following appropriations, or so much thereof as may be necessary:

For a hospital for tuberculosis patients, \$30,000; for a house of detention and "Snug Harbor," \$2,800; for constructing a building for bakery, \$5,500; for an addition and cold storage at main kitchen, \$1,650; for general extraordinary repairs to buildings and improvements to grounds, \$10,000; for constructing a carriage-house and stable for headquarters, \$2,500; for alterations and improvements in the engineer's department, \$6,350; for cement walks, \$1,000; for concrete bottom repairs and to keep surface water out of the reservoir, \$668; making the special appropriations recommended, \$60,468; for maintenance, \$250,000; making the total appropriations recommended, \$310,468.

NEW YORK STATE WOMAN'S RELIEF CORPS HOME,

Oxford, Chenango County.

[Established 1894.]

The Home has capacity for 200 inmates. The number of inmates present October 1, 1903, was 150, and 60 were admitted

during the year, making the total number under care 210. During the year 19 died and 58 were discharged, leaving 133 inmates October 1, 1904, of whom 32 were men and 101 women. The average number for the year was 143, and the average weekly cost of support, including the value of home and farm products consumed, \$4.02; excluding this value, \$3.72.

The receipts for the year ending September 30, 1904, were: From cash on hand at the beginning of the year, \$962.85; from special appropriations, \$33,302.48; from general appropriations, \$27,800; from sale of farm and garden produce, \$268.40; total, \$62,333.73.

The ordinary expenditures during the year were \$27,914.20.

The extraordinary expenditures are reported as \$33,253.30 for buildings and improvements, making the total ordinary and extraordinary expenditures for the year \$61,167.50, and leaving \$1,166.23 as balance in cash at the close of the fiscal year.

The conduit for steam pipes and the repairs to the steam plant, which were provided for by the Legislature of 1904, have been contracted for, and the work thereon is being pushed, together with the construction of the retaining wall under the roadway near the laundry and power house, which was provided for by chapter 583 of the Laws of 1903.

The great need of the institution at this time is the enlargement of the lighting equipment and the construction of a conduit for all the electric wires. To increase the electric-light plant an auxiliary engine and dynamo has been requested several times, and it is again recommended. This institution is dependent upon its own resources and must be prepared for emergencies. In case of a breakdown in its single dynamo or engine the Home would be badly crippled. The present plant has been in continual use since October, 1896, and was never intended for so large an institution. When Cottage D was put in commission it was necessary to cut out a part of the lights in the other buildings in order that lights could be provided for the new cottage. As another building will be required to complete the original plan of the institution, the present engine and dynamo are not sufficient to furnish the power. Arc lights also are needed on the grounds, and for all these purposes the auxiliary engine and dynamo is needed.

Among other improvements there should be telephone connection between the administration building and all the cottages. The present telephone system connects the office only with Cottages A and C and the kitchen, but all the buildings should be so connected.

A storm corridor is needed between Cottage C and the administration building. There is considerable travel between these buildings, and protection from storms, especially in the winter, should be given to both inmates and officers.

Your committee recommends for this institution the following appropriations, or so much thereof as may be necessary:

For one directly connected auxiliary engine and dynamo, with all connections, set up complete, \$3,500; for electric lights in grounds, \$250; for telephone connections between the administration building and cottages, and for storm corridor between Cottage C and the administration building, \$110; for extraordinary repairs to buildings and outhouses, \$1,500; for making roads and grading, \$1,000; making the special appropriations recommended, \$6,360; for maintenance, \$32,375; making the total appropriations recommended, \$38,735.

Respectfully submitted,

S. W. ROSENDALE,
WILLIAM H. GRATWICK,
RALPH W. THOMAS,

Committee.

REPORT

OF THE

COMMITTEE ON CRAIG COLONY.

REPORT OF THE COMMITTEE ON CRAIG COLONY.

To the State Board of Charities:

Your Committee on the Craig Colony for Epileptics, in presenting this annual report, begs to call special attention to the remarkable growth of the Colony. Since its establishment by the Legislature nine years ago, and the purchase of the land for its use, it has grown to dimensions which make it to-day the typical representative of the colony plan for the treatment of disease.

The general features of the colony continue as originally planned, but with a gradual increase of the class of epileptics for whom only custodial treatment is possible. A more rapid provision for the reception of new patients is necessary if the State is to keep pace with its needs. At the present rate of building the State will not be able to overtake the natural growth of the epileptic class. Larger appropriations, and less delay in preparing plans, letting contracts, and actual building work should be insisted upon.

The time has arrived when there should be a distinct classification established within the Colony and on its lands, by which the custodial type of epileptics will be removed entirely from association with those patients who are capable of recovery or improvement. Probably a classification into three groups will be most helpful, but the removal of the custodial class as far as the lands permit should be made at once. Provision for this class can be secured much more cheaply than for the other epileptics who go to the Colony.

The general features of the year's work are summarized as follows:

The Colony has at present capacity for 900 inmates. The number of inmates October 1, 1903, was 831, and 177 were admitted during the year, making the total number under care 1,008. Of these 63 were discharged and 47 died, thus leaving 898 present October 1, 1904, of whom 513 were men and boys and 385 women and girls. The average number present during the year was 837, and the average weekly cost of support, including the value of home and farm products consumed, \$3.74; excluding this value, \$3.27.

The receipts during the year ending September 30, 1904, were \$257,607.63. The aggregate expenditures for the year, \$254,006.70, leaving a cash balance of \$3,600.93 at the close of the year.

The assets October 1, 1904, were the balance in cash, \$3,006.93 and \$1,070.48 due from counties, cities and towns for clothing; total, \$4,671.41.

During the fiscal year ending September 30, 1904, the most important additions to the buildings of the Colony were the two large wing extensions to the infirmaries. Prior to their occupation the population for two years had been at a standstill for lack of room to accommodate patients. Thus, on October 1, 1902, the inmate population was 826, and on the same date, 1903, it was 831. On October 1, 1904, however, the population had increased to 898, of whom 513 were males and 385 females, a substantial increase due to the completion of the two infirmary wings.

Beside these buildings, two additional cottages for the Villa Flora group are under way and rapidly approaching completion. When these are occupied the total inmate population will approximate 1,000. The approved applications on file in the office of the Superintendent, show that there are at present several hundred other epileptics for whom provision should be made by the State. The State Board of Charities therefore recommends that dormitory provision be made at this time for at least 100 more patients. These dormitories, when completed, would, to that extent, relieve the pressure for admission. As the methods for the care and treatment of patients become more widely known, the requests for admission are more and more strongly urged by the friends and relatives of the afflicted patients.

It has been found that at least one-half of all applications for admission to the Colony are made for patients whose condition requires custodial rather than curative treatment. The two infirmaries are mainly devoted to this class, and the cottages to patients for whom there is hope of beneficial changes under a proper regimen.

Your committee is convinced that there should be a wider separation between these two great classes of patients, and that those for whom custodial care is substantially all that can be done should be removed to a distant part of the Colony grounds where they may be completely isolated from the grounds and buildings

allotted to the hopeful cases. The wholly incurable custodial class of patients would then receive as now all the medical attention required, and have no injurious influence upon the other patients.

For their housing it has been suggested heretofore that wooden buildings of an inexpensive character should be provided, at a per capita expenditure of not to exceed \$250. This provision for separation would not in any way interfere with the general work of the Colony, for these patients could be supervised at any place on the Colony lands by the general staff, and the patients would as now receive all the benefits of the humane and scientific treatment which the law contemplated when it established the Colony.

During the year the roads have been improved very much, but the necessity for an extension of the roads and walks continues pressing. Much can be done by the able-bodied patients, but an appropriation for tools and material for road-making is necessary. The Legislature of 1904 appropriated \$6,000 for good roads on the Colony lands, and a mile of excellent roadway has been built for this amount, in addition to much grading and walk-making. About six miles of roadways are laid out in the Colony grounds, besides the walks to and around the several groups of buildings, and these roads and walks should be made as soon as possible.

The Colony has now sixty-six buildings, some old, and others comparatively new, but it is necessary that all of them be kept in good repair. To neglect such work even for a single year usually means that the cost of making the repairs will be increased finally at least fifty per cent. Delay is therefore unwise and short sighted. Some of the buildings have not been repaired or painted in seven years, and it would be well to make provision for this purpose. Since its foundation the Colony has annually received an appropriation of about \$5,000 for extraordinary repairs and equipment, but no appropriation was made for this purpose last year.

The educational work of the Colony has made some progress during the year. The addition of patients capable of receiving profitable instruction makes the present schoolrooms inadequate. At the present time there are 75 epileptic girls attending school in a building in which 40 patients live. In consequence, the pupils in the two classrooms in the building are annoyed by

disturbances on the part of other patients, and the constant noise in the cottage interferes with the school work. This condition is very unsatisfactory to both teachers and pupils.

The construction of a school and industrial building for the women would solve the educational problem to a considerable extent. At the present time a number of the patients are employed in sewing, and make practically all the clothing worn by the female patients. In addition they do a large amount of repair work; but as all this has to be done in a building constantly occupied by other patients it is frequently interrupted and the work retarded. At least 100 epileptic girls could be employed in the school and workrooms if there was a building provided for their needs.

The Colony has had a number of cottages provided for employees, and this plan of giving more of a home life to employees has secured the services of a more competent class of help than could be obtained without such provision for the accommodation of their families. The extension of the system will give to more of the employees the home associations and opportunities which are desirable. These small cottages are not expensive, and have provided an attraction for many married men and women who otherwise could not have been induced to work for the Colony.

The addition of new buildings to the Colony groups makes the enlargement of the power house essential. The concentration of the heating system of the Colony has been in contemplation for several years, and the possibility of a more economical method of heating than is at present in use has been carefully studied. It is estimated that by the construction of a brick conduit connecting the women's group with the power house, and another connecting the buildings of the Village Green with one another but not with the power house at this time, the State will be saved between four and five thousand dollars a year in the cost of coal consumed. Besides this more economical method of heating, the concentration of the heating equipment under one roof and under the supervision of a corps of skilled employees will be more convenient and promote greater safety.

The scientific study of epilepsy, especially in relation to the etiology of the disease, is one of the most important functions of the staff. The laboratory put up for pathological research

is too small to permit to the medical staff the full use of the opportunities for investigation which the Colony presents. An enlargement of the building is necessary, and an appropriation will enable the pathologist and medical staff to continue effective researches which must prove of inestimable value to the work.

The icehouse near Willow pond is far too small to house the necessary supply of ice for the present population. It was built eight years ago, and is in need of extensive repairs. It is advisable to put up a new building of a size sufficient to meet the requirements of the future.

Your committee recommends for this institution the following appropriations, or so much thereof as may be necessary:

For new dormitories for 100 patients, including heating, plumbing and electric lighting, \$45,000; for furnishing, \$5,000; for enlarging the power house, for building a brick conduit 4 x 5 feet, 1,750 feet long, for raising Kishaqua creek bridge 2½ feet, and for other work necessary to heat the women's group from the power house, and for a conduit to connect the four buildings on the Village Green one with another, but not with the power house at this time, \$22,950; for roads, walks, grading and planting, \$10,000; for four cottages for employees, similar in cost and type to those heretofore erected, \$6,000; for a school and industrial building in the women's group, \$12,000; for an addition to the pathological laboratory building, \$2,500; for hospital and laboratory instruments, books and equipment, \$2,500; for a new icehouse near Willow pond, \$2,000; for general repairs and equipment, \$5,000; making the special appropriation recommended, \$112,950; for maintenance, \$165,000; making the total appropriation approved of, \$277,950.

Respectfully submitted,

STEPHEN SMITH, M. D.,
S. W. ROSENDALE,
DENNIS McCARTHY,

Committee.

Dated, October 10, 1904..

ELEVENTH ANNUAL REPORT
OF THE
CRAIG COLONY FOR EPILEPTICS
AT SONYEA, IN LIVINGSTON COUNTY, NEW YORK.
TO THE STATE BOARD OF CHARITIES.

Adopted by the Managers at a Meeting in Sonyea Hall at the Colony, October 11, 1904

"I have always thought, and not without reason, that to have published for the benefit of afflicted morals, any certain method of subduing even the slightest disease was a matter of greater felicity than the riches of a Tantalus or a Croesus. I have called it a matter of greater felicity; I now call it a matter of greater goodness and of greater wisdom."—*Sydenham*.

BOARD OF MANAGERS.

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H. E. BROWN, *Chairman.*

JAMES H. LOOMIS,

DANIEL B. MURPHY.

RESIDENT OFFICERS.

William P. Spratling, M. D.....*Medical Superintendent.*
Donald L. Ross, M. D.....*First Assistant Physician.*
William T. Shanahan, M. D.....*Second Assistant Physician.*
G. Kirby Collier, M. D.....*Third Assistant Physician.*
Annie M. Tremain, M. D.....*Woman Physician.*
B. Onuf, M. D.....*Resident Pathologist.*
Rudolf Rapp, M. D.....*Medical Interne.*
Horace LoGrasso, M. D.....*Medical Interne.*
Truman L. Stone.....*Steward.*
Mary A. Loughlin.....*Matron.*

ADMINISTRATIVE ASSISTANTS.

Archibald C. McFetridge.....*Bookkeeper.*
Harry R. Porter.....*Storekeeper.*
Mary L. Stiegelmaier.....*Stenographer.*
Addie E. Yackel.....*Stenographer.*
Chauncey Terwilliger.....*Apothecary.*
William C. Cooper.....*Agent.*

TEACHERS.

Marietta Hitchcock, Mary Tracy,
Richard A. Seaborn, Sloyd Instructor.

RESIDENT CHAPLAINS.

Rev. H. A. Crowley.....*Resident Roman Catholic.*
Rev. L. D. Chase.....*Resident Protestant.*

ELEVENTH ANNUAL REPORT

OF THE

Board of Managers of the Craig Colony for Epileptics for the Fiscal Year Ending Sept. 30, 1904.

To the State Board of Charities:

As required by law we present herewith the eleventh annual report of the Managers of The Craig Colony for Epileptics for the fiscal year ending September 30, 1904.

NO CHANGES IN THE BOARD.

The membership of the Board has not changed in any respect since our report of a year ago. Many of the Managers have to travel 300 to 400 miles to reach the Colony, and some of them must leave home the day before in order to attend a meeting here the following day. These facts combined with the one that they get no compensation for their services, are practical demonstrations of their interest in the Colony's work.

BOARD AND COMMITTEE MEETINGS.

All meetings of the Board and of its committees held during the year were at the Colony. Monthly meetings as required by law were held, and reports in triplicate made of such meetings, one of them being sent to the Governor, one to the President of the State Board of Charities, and one to the Fiscal Supervisor.

The Treasurer's report shows that a smaller amount was expended by the Managers in attending meetings at the Colony than in any previous year. The amount expended by the twelve members was \$458.32.

CHANGES IN THE COLONY'S POPULATION.

One of the most pleasing facts we have to mention is the increase in the size of the institution. For two or three years its growth was insignificant. This was due to several causes—among them being our inability to get money for dormitories, and to delays in the construction of buildings for which we already had money.

The additions to the Men's and Women's Infirmaries under construction at the time of our last report, were finished during the summer and are now being filled with the feeble and infirm. Each infirmary will accommodate about 150 of this class. The 300 occupants of the two buildings will ultimately represent about twenty per cent. of the entire population.

We closed the year with a total population of 898, 513 of whom were males, 385 females.

By referring to the Superintendent's report you will observe a table prepared by your Board, showing that in September of last year nearly 700 dependent epileptics were awaiting admission to this institution. We still have accommodations for about 100 more of those whom we expect to take before January 1, 1905.

THE COLONY SYSTEM NOT ADAPTED TO THE CARE OF IDIOTS AND IMBECILES.

For years we have regarded it as unfortunate that the Colony had to receive and care for this class, and we still hope that the State may provide a special institution in which epileptic idiots, epileptic imbeciles, and epileptic demented may be segregated and cared for in a class apart.

It is manifestly wrong, in our opinion, to care for persons of this class in an institution where *the liberty of the patient* is the great consideration. There is no reason within our knowledge why epileptic idiots, imbeciles, and demented cannot be cared for in a single large building. It is unsafe, unnecessary and uneconomical to scatter these people over a large territory in a series of small cottages. They demand closer supervision. The whole essence of the colony system is summed up in the character of the epileptic the Colony receives. The colony system should stand only for epileptics capable of enjoying and deriving benefit from its many advantages. The epileptic imbecile, idiot, and demented can derive no benefit from colony treatment that he cannot get under other systems far better adapted to his needs.

DECREASE IN THE COST OF MAINTENANCE.

There is much elasticity in the use of the word "maintenance." At the Colony it includes substantially everything that is done for the welfare of the patient. There is no question but what the per capita cost of maintenance can be carried to so low a point as to make it unwise, and yet have the work that is being

done bear a fair semblance of being well done. We should think first of the good done the individual and then of the cost, so long as the cost is reasonable.

We believe that a little more money should be spent under "maintenance" for some purposes at the Colony. More should be spent in providing better pay for nurses, attendants, and others whose pay is now inadequate to the work they do, and whose work is so closely allied to the welfare of the patients.

Two years ago the net per capita cost was \$152.82; for the year just closed it was \$152.42. By referring to the Superintendent's report you may note in detail comparative figures of cost between this year and the year before.

IMPROVEMENTS OF THE YEAR.

Because of the very small appropriation we received last year—we asked for \$56,000, \$43,000 of which passed the Legislature and all of which the Governor vetoed with the exception of \$13,000—few structural improvements were made during the year.

The most important item in the special appropriation of \$13,000 was \$6,000 "for roads, for grading, for walks, etc." Out of this we built over a mile (5,500 feet) of stone road fourteen feet wide, for \$5,000. We also laid several hundred feet of walks, and we are engaged at present in grading around the two infirmaries.

Out of the balance of the appropriation for dormitories given us two years ago, we are constructing two cottages—"Hepatica" and "Iris"—in the women's group. We expect they will be ready for use by January 1, 1905. They are for the best class of female patients.

With the \$3,000 given us for employees' cottages we are constructing two of them by day's labor on the strip of land between the Kishauqua creek and the Pennsylvania railroad. We will need four more like them another year which will be sufficient, it seems now, for the future.

With money derived from the sale of brick, sand, farm produce, etc., we constructed at a cost of \$1,500 a storage warehouse for farm machinery, tools, and implements in the farmstead group. This building has long been required, and is a most useful structure in a large agricultural community like Sonyea.

Work on the addition to the Peterson Hospital has progressed slowly. The contract for it was let last February. The brick-

work is about half completed at this time. When the structure is finished it will contain several valuable features connected with the medical department that have long been required.

The addition to the laundry is substantially completed, and will be ready for use as soon as new machinery can be placed in it. We have \$925 for this machinery.

SPECIAL APPROPRIATIONS REQUIRED FOR 1905.

Before giving a list of items of special appropriations the Colony so urgently requires another year, we desire to say a word in explanation of the necessity for the seemingly large appropriations we ask for.

In the first place, this is the only institution in a State whose epileptic population numbers 14,000 to 15,000, solely for the care of epileptics.

In the second place, the State waited years for a place for its dependent epileptics. In the meantime an enormous waiting list of patients ready to enter its doors as soon as they were opened had accumulated.

In the third place, as we have previously mentioned, there are now between 600 and 700 patients awaiting admission to the Colony. The pleading communications that are received by the Superintendent daily for the admission of patients, show how anxious the friends and relatives of such patients are to place them in an institution where they can be properly cared for. It is difficult for any one who has not had an epileptic in his family to understand the sore trials such patients give. In the home they are a menace to themselves, to other members of the family and a burden financially many families in moderate or poor circumstances are unable to bear.

To admit more epileptics to the Colony, and to provide for their "scientific, humane, and economical care and treatment," as the organic law founding the institution provides, is our sole reason for asking for the appropriations we do.

Incidentally we may add that our appropriations during the past two or three years have been cut to the lowest possible figure. Two years ago we received only \$42,000 for extension, repairs and equipment, etc., while last year the amount given us was the smallest in the history of the Colony, \$13,000.

We give a summary below of the items only of special appropriations wanted. By referring to the Superintendent's report

to this Board, and which is attached to this, you will find the reasons in detail why the appropriations are necessary.

SUMMARY OF SPECIAL APPROPRIATIONS REQUIRED IN 1905.

| | |
|--|------------|
| 1. For dormitories for 250 patients, this being approximately one-third of the total number now awaiting admission to the Colony, the per capita cost of construction, including heating, plumbing and electric lighting, not to exceed \$450..... | *\$112,500 |
| 2. For furnishing | 12,500 |
| 3. For enlarging the power house; for building a brick conduit 4x5 feet, 1,750 feet long; for raising Kishaqua Creek bridge 2½ feet; and for other work necessary to heat the women's group from the power house, including a conduit to connect the four buildings on the village green one with another, but not with the power house at this time | 22,950 |
| 4. For building two and a quarter miles of highway; one the county highway where it crosses the Colony estate, the other a mile of necessary roadway to connect buildings in which patients live; for walks, for grading and for planting..... | 15,000 |
| 5. For four cottages for employees, similar in cost, type and design to those previously put up | 6,000 |
| 6. For a school and industrial building combined in the women's group..... | 12,000 |
| 7. For an addition to the pathological laboratory building | 2,500 |
| 8. For the final wing to the Peterson hospital... | 15,000 |

* This is an estimate of the actual cost. The work can be done by day's labor for this amount. If the work is done by contract the amount asked for will have to be very materially increased. This item passed the Legislature last year, but was vetoed by the Governor. To install a central heating plant with the present size of the colony, would result in a saving of \$4,000 to \$5,000 a year.

| | |
|---|------------------|
| 9. For hospital and laboratory instruments, books and equipment..... | \$2,500 |
| 10. For a new icehouse near Willow pond..... | 3,000 |
| 11. For a Protestant chapel to seat 1,200 to 1,400 persons | 15,000 |
| 12. For general repairs and equipment..... | 10,000 |
| Total special appropriations required..... | <u>\$228,950</u> |

FOR MAINTENANCE DURING THE YEARS 1905-1906.

We estimate that during the fiscal year beginning October 1, 1905, we shall require \$165,000 for the maintenance of an expected daily average epileptic population of 1,050.

OFFICIAL VISITORS.

Among the visitors to the Colony during the year we were pleased to receive the following: The Hon. Otto Kelsey, State Comptroller; Dr. E. V. Stoddard, President State Board of Charities; Dr. Stephen Smith, Vice-President State Board of Charities; Hon. Dennis McCarthy and Hon. Augustus W. Floyd, Commissioners State Board of Charities; Mr. Robert W. Heberd, Secretary; and the Hon. H. H. Bender, Fiscal Supervisor of State Charities.

In closing this report we desire to add that the time has come when the work of this institution should be prosecuted with greater vigor and along broader lines than ever before, and we earnestly ask your aid in what we would like to do.

GEORGE L. WILLIAMS, *President.*

H. E. BROWN, *Secretary.*

JAMES H. LOOMIS.

PERCY L. LANG.

DANIEL B. MURPHY.

JEANETTE R. HAWKINS.

ABBOT L. DOW.

GEORGE E. GORHAM.

MARY E. JOY.

PEARCE BAILEY.

E. W. HUFFCUT,

JOHN NILL.

Sonyea Hall, Sonyea, N. Y., October 1, 1904.

TREASURER'S REPORT.

To the Board of Managers of Craig Colony:

The Treasurer of Craig Colony respectfully submits the following annual report for the year ending September 30, 1904:

GENERAL FUND—MAINTENANCE.

Receipts.

1903.

| | | |
|------|--------------------------------------|--------------|
| Oct. | 1. Balance in Treasurer's hands..... | |
| | From Comptroller, chapter 593, Laws | |
| | 1902 | \$11,500 00 |
| | From Comptroller, chapter 599, Laws | |
| | 1903 | 126,000 00 |
| | From Comptroller, chapter 599, Laws | |
| | 1903 | 9,000 00 |
| | From clothing | 7,464 45 |
| | From reimbursing patients..... | 3,138 59 |
| | From miscellaneous earnings..... | 385 15 |
| | From refunds | 68 36 |
| | Balance Comptroller's hands, chapter | |
| | 598, Laws 1903 | 14,000 00 |
| | | <hr/> |
| | | \$171,556 55 |

Disbursements.

| | | |
|------|-------------------------------|--------------|
| Oct. | 1. Overdraft, October 1, 1903 | \$655 17 |
| | Disbursements, less re- | |
| | funds, \$142,243.90; dis- | |
| | bursements, including re- | |
| | funds | 142,312 26 |
| | Disbursed to State Treas- | |
| | urer, as per section 37, | |
| | chapter 580, Laws 1899. | 10,988 19 |
| | Bal. Treasurer's hands.... | 3,600 93 |
| | Bal. Comptroller's hands, | |
| | chapter 598, Laws 1903. | 14,000 00 |
| | | <hr/> |
| | | \$171,556 55 |

MACHINERY AND TOOLS FOR TRADES SCHOOL.

(Reappropriated from Chap. 314, Laws 1900, by Chap. 425, Laws 1902.)

1903.

| | | |
|------|----------------------------------|--------|
| Oct. | 1. Bal. Comptroller's hands..... | \$2 01 |
|------|----------------------------------|--------|

Receipts.

| | | |
|----------------------------|--------|---------------|
| From Comptroller | | |
| Bal. Comptroller's hands.. | \$2 01 | |
| | | <u>\$2 01</u> |

Disbursements.

| | | |
|-------------------------------|--------|---------------|
| Total disbursements | | |
| Lapsed | \$2 01 | |
| | | <u>\$2 01</u> |

ADDITIONAL DORMITORIES.

(Reappropriated from Chap. 330, Laws 1901, by Chap. 425, Laws 1902. Reappropriated from Chap. 425, Laws 1902, by Chap. 729, Laws 1904.)

1903.

| | | |
|------|-------------------------------------|-------------|
| Oct. | 1. Balance Comptroller's hands..... | \$67,889 61 |
|------|-------------------------------------|-------------|

Receipts.

| | | |
|----------------------------|-------------|--------------------|
| From Comptroller | \$58,430 48 | |
| Bal. Comptroller's hands.. | 9,459 13 | |
| | | <u>\$67,889 61</u> |

Disbursements.

| | | |
|-------------------------------|-------------|--------------------|
| Total disbursements | \$58,430 48 | |
| Unexpended balance | 9,459 13 | |
| | | <u>\$67,889 61</u> |

CLEARING AND DRAINING LAND, FRUIT TREES, ETC.

(Reappropriated from Chap. 330, Laws 1901, by Chap. 599, Laws 1903.)

1903.

| | | |
|------|--|----------|
| Oct. | 1. Balance Comptroller's hands | \$337 60 |
|------|--|----------|

Receipts.

| | | |
|-----------------------------|----------|----------|
| From Comptroller | \$289 70 | |
| Bal. Comptroller's hands... | 47 90 | |
| | <hr/> | \$337 60 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|----------|----------|
| Total disbursements | \$289 70 | |
| Unexpended balance | 47 90 | |
| | <hr/> | \$337 60 |
| | | <hr/> |

WATER AND SEWER CONNECTIONS.

(Reappropriated from Chap. 330, Laws 1901, by Chap. 425, Laws 1902.)

1903.

| | |
|---|----------|
| Oct. 1. Balance Comptroller's hands | \$140 16 |
| | <hr/> |

Receipts.

| | | |
|------------------------|--------|----------|
| From Comptroller | 140 16 | |
| | <hr/> | \$140 16 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|----------|----------|
| Total disbursements | \$140 16 | |
| | <hr/> | \$140 16 |
| | | <hr/> |

FURNISHING COTTAGES AND DORMITORIES.

(Reappropriated from Chap. 330, Laws 1901, by Chap. 425, Laws 1902. Reappropriated from Chap. 425, Laws 1902, by Chap. 729, Laws 1904.)

1903.

| | |
|---|------------|
| Oct. 1. Balance Comptroller's hands | \$4,024 87 |
| | <hr/> |

Receipts.

| | | |
|-----------------------------|------------|------------|
| From Comptroller | \$3,722 46 | |
| Bal. Comptroller's hands... | 302 41 | |
| | <hr/> | \$4,024 87 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|------------|------------|
| Total disbursements | \$3,722 46 | |
| Unexpended balance | 302 41 | |
| | <hr/> | \$4,024 87 |
| | | <hr/> |

FARM STOCK AND IMPLEMENTS.

(Chap. 425, Laws 1902.)

1903.

| | |
|---|----------|
| Oct. 1. Balance Comptroller's hands | \$144 75 |
| | <hr/> |

Receipts.

| | | |
|-----------------------------|----------|----------|
| From Comptroller | \$142 00 | |
| Bal. Comptroller's hands... | 2 75 | |
| | <hr/> | \$144 75 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|----------|----------|
| Total disbursements | \$142 00 | |
| Lapsed | 2 75 | |
| | <hr/> | \$144 75 |
| | | <hr/> |

SECURING AND STORING RAIN WATER SUPPLY.

(Reappropriated from Chap. 314, Laws 1900, by Chap. 425, Laws 1902.)

1903.

| | |
|--|---------|
| Oct. 1. Balance Comptroller's hands..... | \$28 02 |
| | <hr/> |

Receipts.

| | | |
|-----------------------------|---------|---------|
| From Comptroller | \$27 85 | |
| Bal. Comptroller's hands... | 17 | |
| | <hr/> | \$28 02 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|---------|---------|
| Total disbursements | \$27 85 | |
| Lapsed | 17 | |
| | <hr/> | \$28 02 |
| | | <hr/> |

FARM TEAMS.

(Chap. 425, Laws 1902.)

1903.

| | | |
|------|-------------------------------------|----------|
| Oct. | 1. Balance Comptroller's hands..... | \$298 00 |
|------|-------------------------------------|----------|

Receipts.

| | | |
|------------------------|----------|----------|
| From Comptroller | \$298 00 | |
| | | \$298 00 |

Disbursements.

| | | |
|---------------------------|----------|----------|
| Total disbursements | \$298 00 | |
| | | \$298 00 |

FURNISHING TWO INFIRMARY DORMITORIES.

(Reappropriated from Chap. 314, Laws 1901, by Chap. 425, Laws 1902.)

1903.

| | | |
|------|-------------------------------------|--------|
| Oct. | 1. Balance Comptroller's hands..... | \$2 43 |
|------|-------------------------------------|--------|

Receipts.

| | | |
|-----------------------------|--------|--------|
| From Comptroller | | |
| Bal. Comptroller's hands... | \$2 43 | |
| | | \$2 43 |

Disbursements.

| | | |
|---------------------------|--------|--------|
| Total disbursements | | |
| Lapsed | \$2 43 | |
| | | \$2 43 |

GENERAL REPAIRS.

(Chap. 425, Laws 1902.)

1903.

| | | |
|------|-------------------------------------|---------|
| Oct. | 1. Balance Comptroller's hands..... | \$71 53 |
|------|-------------------------------------|---------|

Receipts.

| | | |
|-----------------------------|---------|---------|
| From Comptroller | | |
| Bal. Comptroller's hands... | \$71 53 | |
| | | \$71 53 |

Disbursements.

| | | |
|---------------------------|-------------------|----------------|
| Total disbursements ..... | ..... |  |
| Lapsed | \$71 53 | |
| | <u> </u> | <u>\$71 53</u> |

STEAM DISINFECTING PLANT.

(Chap. 425, Laws 1902.)

1903.

| | | |
|------|--------------------------------------|----------------|
| Oct. | 1. Balance Comptroller's hands | <u>\$45 50</u> |
|------|--------------------------------------|----------------|

Receipts.

| | | |
|------------------------------|-------------------|----------------|
| From Comptroller | \$45 14 | |
| Bal. Comptroller's hands ... | 36 | |
| | <u> </u> | <u>\$45 50</u> |

Disbursements.

| | | |
|---------------------------|-------------------|----------------|
| Total disbursements | \$45 14 | |
| Lapsed | 36 | |
| | <u> </u> | <u>\$45 50</u> |

FOUR COTTAGES FOR EMPLOYEES.

(Reappropriated from Chap. 330, Laws 1901, by Chap. 599, Laws 1903.)

1903.

| | | |
|------|--------------------------------------|----------------|
| Oct. | 1. Balance Comptroller's hands | <u>\$38 20</u> |
|------|--------------------------------------|----------------|

Receipts.

| | | |
|------------------------|-------------------|----------------|
| From Comptroller | \$38 20 | |
| | <u> </u> | <u>\$38 20</u> |

Disbursements.

| | | |
|---------------------------|-------------------|----------------|
| Total disbursements | \$38 20 | |
| | <u> </u> | <u>\$38 20</u> |

FOUR COTTAGES FOR EMPLOYEES, "F. F."

(Chap. 425, Laws 1902.)

1903.

| | | |
|------|--------------------------------------|-----------------|
| Oct. | 1. Balance Comptroller's hands | <u>\$437 75</u> |
|------|--------------------------------------|-----------------|

Receipts.

| | | |
|------------------------------|----------|----------|
| From Comptroller | \$433 24 | |
| Bal. Comptroller's hands ... | 4 51 | |
| | <hr/> | \$437 75 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|----------|----------|
| Total disbursements | \$433 24 | |
| Lapsed | 4 51 | |
| | <hr/> | \$437 75 |
| | | <hr/> |

ADDITIONAL BRICK KILN.

(Chap. 425, Laws 1902.)

1903.

| | |
|---|--------|
| Oct. 1. Balance Comptroller's hands | \$5 25 |
| | <hr/> |

Receipts.

| | | |
|-----------------------------|--------|--------|
| From Comptroller ..... | ..... |  |
| Bal. Comptroller's hands... | \$5 25 | |
| | <hr/> | \$5 25 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|--------|--------|
| Total disbursements ..... | ..... |  |
| Lapsed | \$5 25 | |
| | <hr/> | \$5 25 |
| | | <hr/> |

BRIDGE ACROSS KISHAQUA CREEK.

(Reappropriated from Chap. 425, Laws 1902, by Chap. 729, Laws 1904.)

1903.

| | |
|--|------------|
| Oct. 1. Balance Comptroller's hands..... | \$4,073 55 |
| | <hr/> |

Receipts.

| | | |
|-----------------------------|------------|------------|
| From Comptroller | \$4,073 00 | |
| Bal. Comptroller's hands... | 55 | |
| | <hr/> | \$4,073 55 |
| | | <hr/> |

ANNUAL REPORT OF THE

Disbursements.

| | | |
|---------------------------|-------------------|-------------------|
| Total disbursements | \$4,073 00 | |
| Unexpended balance | 55 | |
| | <u> </u> | \$4,073 55 |
| | | <u> </u> |

FIRE PROTECTION.

(Chap. 425, Laws 1902.)

1903.

| | |
|--|-------------------|
| Oct. 1. Balance Comptroller's hands..... | \$88 70 |
| | <u> </u> |

Receipts.

| | | |
|-----------------------------|-------------------|-------------------|
| From Comptroller | \$77 50 | |
| Bal. Comptroller's hands... | 11 20 | |
| | <u> </u> | \$88 70 |
| | | <u> </u> |

Disbursements.

| | | |
|---------------------------|-------------------|-------------------|
| Total disbursements | \$77 50 | |
| Lapsed | 11 20 | |
| | <u> </u> | \$88 70 |
| | | <u> </u> |

PAINTING INTERIOR WALLS.

(Chap. 425, Laws 1902.)

1903.

| | |
|--|-------------------|
| Oct. 1. Balance Comptroller's hands..... | \$0 91 |
| | <u> </u> |

Receipts.

| | | |
|-----------------------------|-------------------|-------------------|
| From Comptroller ..... | ..... |  |
| Bal. Comptroller's hands... | \$0 91 | |
| | <u> </u> | \$0 91 |
| | | <u> </u> |

Disbursements.

| | | |
|---------------------------|-------------------|-------------------|
| Total disbursements ..... | ..... |  |
| Lapsed | \$0 91 | |
| | <u> </u> | \$0 91 |
| | | <u> </u> |

RESETTING AND REPAIRING BOILERS.

(Chap. 425, Laws 1902.)

1903.

| | | |
|------|-------------------------------------|---------|
| Oct. | 1. Balance Comptroller's hands..... | \$18 00 |
|------|-------------------------------------|---------|

Receipts.

| | | |
|-----------------------------|---------|---------|
| From Comptroller ..... | ..... |  |
| Bal. Comptroller's hands... | \$18 00 | |
| | | \$18 00 |

Disbursements.

| | | |
|---------------------------|---------|---------|
| Total disbursements ..... | ..... |  |
| Lapsed | \$18 00 | |
| | | \$18 00 |

ROOT CELLAR.

(Chap. 425, Laws 1902.)

1903.

| | | |
|------|-------------------------------------|--------|
| Oct. | 1. Balance Comptroller's hands..... | \$3 40 |
|------|-------------------------------------|--------|

Receipts.

| | | |
|-----------------------------|--------|--------|
| From Comptroller ..... | ..... |  |
| Bal. Comptroller's hands... | \$3 40 | |
| | | \$3 40 |

Disbursements.

| | | |
|---------------------------|--------|--------|
| Total disbursements ..... | ..... |  |
| Lapsed | \$3 40 | |
| | | \$3 40 |

REPAIRS TO GRAIN BARN.

(Chap. 425, Laws 1902.)

1903.

| | | |
|------|-------------------------------------|--------|
| Oct. | 1. Balance Comptroller's hands..... | \$0 96 |
|------|-------------------------------------|--------|

Receipts.

| | | |
|-----------------------------|--------|--------|
| From Comptroller ..... | ..... |  |
| Bal. Comptroller's hands... | \$0 96 | |
| | <hr/> | \$0 96 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|--------|--------|
| Total disbursements ..... | ..... |  |
| Lapsed | \$0 96 | |
| | <hr/> | \$0 96 |
| | | <hr/> |

COTTAGES FOR EMPLOYEES, "G.G."

(Chap. 425, Laws 1902.)

1903.

| | | |
|------|-------------------------------------|----------|
| Oct. | 1. Balance Comptroller's hands..... | \$904 15 |
| | | <hr/> |
| | | <hr/> |

Receipts.

| | | |
|-----------------------------|----------|----------|
| From Comptroller | \$879 29 | |
| Bal. Comptroller's hands... | 24 86 | |
| | <hr/> | \$904 15 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|----------|----------|
| Total disbursements | \$879 29 | |
| Lapsed | 24 86 | |
| | <hr/> | \$904 15 |
| | | <hr/> |

MEDICAL BOOKS AND INSTRUMENTS.

(Chap. 585, Laws 1903.)

1903.

| | | |
|------|-------------------------------------|----------|
| Oct. | 1. Balance Comptroller's hands..... | \$564 05 |
| | | <hr/> |
| | | <hr/> |

Receipts.

| | | |
|-----------------------------|----------|----------|
| From Comptroller | \$552 41 | |
| Bal. Comptroller's hands... | 11 64 | |
| | <hr/> | \$564 05 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|----------|-----------------|
| Total disbursements | \$552 41 | |
| Unexpended balance | 11 64 | |
| | | <u>\$564 05</u> |

REPAIRS AND EQUIPMENT.

(Chap. 585, Laws 1903.)

1903.

| | |
|--|------------|
| Oct. 1. Balance Comptroller's hands..... | \$2,890 41 |
|--|------------|

Receipts.

| | | |
|-----------------------------|------------|-------------------|
| From Comptroller | \$2,792 55 | |
| Bal. Comptroller's hand ... | 97 86 | |
| | | <u>\$2,890 41</u> |

Disbursements.

| | | |
|---------------------------|------------|-------------------|
| Total disbursements | \$2,792 55 | |
| Unexpended balance | 97 86 | |
| | | <u>\$2,890 41</u> |

PAVILION FOR CONTAGIOUS DISEASES.

(Chap. 585, Laws 1903.)

| | |
|---------------------|------------|
| Appropriation | \$2,500 00 |
|---------------------|------------|

Receipts.

| | | |
|-----------------------------|------------|-------------------|
| From Comptroller | \$2,430 26 | |
| Bal. Comptroller's hands... | 69 74 | |
| | | <u>\$2,500 00</u> |

Disbursements.

| | | |
|---------------------------|------------|-------------------|
| Total disbursements | \$2,430 26 | |
| Unexpended balance | 69 74 | |
| | | <u>\$2,500 00</u> |

DEVELOPING, MAINTAINING AND EXTENDING INDUSTRIES.

(Chap. 599, Laws 1903.)

Items of miscellaneous sales forwarded
to State Treasurer, under "Mainte-

| | |
|--|------------|
| nance," between December 1, 1902, and January 1, 1904, and credited to this fund | \$3,546 16 |
| T. L. Stone, steward, and forwarded to John G. Wickser, State Treasurer..... | 2,534 16 |
| | <hr/> |
| | \$6,080 32 |
| | <hr/> |

Receipts.

| | | |
|-----------------------------|------------|------------|
| From Comptroller | \$4,402 65 | |
| Bal. Comptroller's hands... | 1,677 67 | |
| | <hr/> | \$6,080 32 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|------------|------------|
| Total disbursements | \$4,402 65 | |
| Unexpended balance | 1,677 67 | |
| | <hr/> | \$6,080 32 |
| | | <hr/> |

DORMITORIES.

(Chap. 585, Laws 1903.)

| | |
|---------------------|-------------|
| Appropriation | \$40,000 00 |
| | <hr/> |

Receipts.

| | | |
|-----------------------------|------------|-------------|
| From Comptroller | \$5,432 68 | |
| Bal. Comptroller's hands... | 34,567 32 | |
| | <hr/> | \$40,000 00 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|------------|-------------|
| Total disbursements | \$5,432 68 | |
| Unexpended balance | 34,567 32 | |
| | <hr/> | \$40,000 00 |
| | | <hr/> |

STEAM CONDUIT.

(Chap. 585, Laws 1903.)

| | |
|---------------------|------------|
| Appropriation | \$1,500 00 |
| | <hr/> |

Receipts.

| | | |
|-----------------------------|------------|------------|
| From Comptroller | \$1,244 46 | |
| Bal. Comptroller's hands... | 255 54 | |
| | <hr/> | \$1,500 00 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|------------|------------|
| Total disbursements | \$1,244 46 | |
| Unexpended balance | 255 54 | |
| | <hr/> | \$1,500 00 |
| | | <hr/> |

FURNISHINGS FOR DORMITORIES, "A.A."

(Reappropriated from Chap. 425, Laws 1902, by Chap. 729, Laws 1904.)

| | |
|---------------------|------------|
| Appropriation | \$5,000 00 |
| | <hr/> |

Receipts.

| | | |
|-----------------------------|------------|------------|
| From Comptroller | \$3,024 41 | |
| Bal. Comptroller's hands... | 1,975 59 | |
| | <hr/> | \$5,000 00 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|------------|------------|
| Total disbursements | \$3,024 41 | |
| Unexpended balance | 1,975 59 | |
| | <hr/> | \$5,000 00 |
| | | <hr/> |

ROAD CONSTRUCTION, WALKS, ETC.

(Chap. 722, Laws 1904.)

| | |
|---------------------|------------|
| Appropriation | \$6,000 00 |
| | <hr/> |

Receipts.

| | | |
|-----------------------------|------------|------------|
| From Comptroller | \$4,471 92 | |
| Bal. Comptroller's hands... | 1,528 08 | |
| | <hr/> | \$6,000 00 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|------------|------------|
| Total disbursements | \$4,471 92 | |
| Unexpended balance | 1,528 08 | |
| | <hr/> | \$6,000 00 |
| | | <hr/> |

ANNUAL REPORT OF THE

BRICK BAKE OVEN.

(Chap. 722, Laws 1904.)

| | |
|-------------------------|------------|
| Appropriation | \$1,500 00 |
|-------------------------|------------|

Receipts.

| | | |
|-----------------------------|------------|------------|
| From Comptroller | \$1,495 99 | |
| Bal. Comptroller's hands... | 4 01 | |
| | | \$1,500 00 |

Disbursements.

| | | |
|-------------------------------|------------|------------|
| Total disbursements | \$1,495 99 | |
| Unexpended balance | 4 01 | |
| | | \$1,500 00 |

APPARATUS, MEDICAL BOOKS AND INSTRUMENTS.

(Chap. 722, Laws 1904.)

| | |
|-------------------------|------------|
| Appropriation | \$2,500 00 |
|-------------------------|------------|

Receipts.

| | | |
|-----------------------------|----------|------------|
| From Comptroller | \$436 68 | |
| Bal. Comptroller's hands... | 2,063 32 | |
| | | \$2,500 00 |

Disbursements.

| | | |
|-------------------------------|----------|------------|
| Total disbursements | \$436 68 | |
| Unexpended balance | 2,063 32 | |
| | | \$2,500 00 |

ANNEX TO LAUNDRY.

(Chap. 585, Laws 1903.)

| | |
|-------------------------|------------|
| Appropriation | \$4,000 00 |
|-------------------------|------------|

Receipts.

| | | |
|-----------------------------|------------|------------|
| From Comptroller | \$2,243 44 | |
| Bal. Comptroller's hands... | 1,756 56 | |
| | | \$4,000 00 |

Disbursements.

| | | |
|---------------------------|------------|------------|
| Total disbursements | \$2,243 44 | |
| Unexpended balance | 1,756 56 | |
| | <hr/> | \$4,000 00 |
| | | <hr/> |

TWO COTTAGES FOR EMPLOYEES.

(Chap. 722, Laws 1904.)

| | |
|---------------------|------------|
| Appropriation | \$3,000 00 |
| | <hr/> |
| | <hr/> |

Receipts.

| | | |
|-----------------------------|----------|------------|
| From Comptroller | \$390 14 | |
| Bal. Comptroller's hands... | 2,609 86 | |
| | <hr/> | \$3,000 00 |
| | | <hr/> |

Disbursements.

| | | |
|---------------------------|----------|------------|
| Total disbursements | \$390 14 | |
| Unexpended balance | 2,609 86 | |
| | <hr/> | \$3,000 00 |
| | | <hr/> |

All of which is respectfully submitted.

JNO. F. CONNOR,

Treasurer of Craig Colony for Epileptics.

We hereby certify that we have examined the foregoing Treasurer's report for the year ending September 30, 1904, have compared the same with the Treasurer's books and vouchers and with the Superintendent's books and report, and we believe the same to be correct.

H. E. BROWN,
JAMES H. LOOMIS,
DANIEL B. MURPHY,
Auditing Committee.

REPORT OF THE MEDICAL SUPERINTENDENT TO THE BOARD OF MANAGERS

FOR THE YEAR ENDING SEPTEMBER 30, 1904.

SONYEA HALL, SONYEA, N. Y., October 1, 1904.

To the Board of Managers of the Craig Colony for Epileptics:

It is difficult to realize that less than ten years have gone by since the initial blow was struck in the building of the first colony for epileptics in the United States.

During the first five years of its existence the Colony's growth was more rapid than it has been since. It has grown but little along some important lines since 1901.

There is a pressing demand for a larger and better Colony, and that demand should be supplied.

The first blow to prepare the Old Shaker homestead of nearly 2,000 acres for the purposes of a colony for epileptics was struck on August 25, 1895; the first patient admitted February 26, 1896.

SOME OF THE THINGS ACCOMPLISHED IN EIGHT AND ONE-HALF YEARS.

During the eight and a half years the Colony has been in operation, 57 houses capable of accommodating 1,000 patients and 200 employees have been constructed; an electric-light plant of 1,800 lights capacity installed; approximately two and a half miles of sewer and water mains laid, and an abundance of pure water provided for all purposes for a colony of 2,500 persons; one and a half miles of telephone and electric-light cables laid underground, and two miles of such wires strung overhead; 11 miles of new wire fence built around and across the property; a mile of stone road, 14 feet wide, built, and about 25,000 square feet of cement walks laid; 2,570 feet of brick conduits, 4 by 5 feet in diameter, for steam and hot water lines, constructed; the vegetable garden enlarged from 10 acres to 75, and made to produce enough vegetables for 1,000 persons the year around and have several thousand cans to sell annually besides;

the farm increased by 200 acres, the older portions that had been neglected for years cleaned up and improved; a herd of 60 cows, 30 horses and a complete outfit of farm tools, implements and machinery provided; a brick-making plant with an annual capacity of 400,000 bricks built, and run for several years largely by epileptic labor at an annual profit to the State of \$1,800 to \$2,000; new orchards planted; seven acres of lawns made and maintained wholly by epileptic labor; approximately 4,000 shade trees, ornamental shrubs and vines planted; and schools of various kinds established for 80 to 100 of the younger colonists.

These are some of the main things accomplished within that time, to say nothing of the admission, the medical care and treatment of 1,623 patients, the future treatment, scientific study and education of whom will represent the final and highest purpose for which the institution was established—a purpose universally recognized as needed to be carried out, and one the Colony is just fairly beginning to realize.

To this time our greatest efforts have been in the preparation of the requisite plant. The greater work of the future will be in the intelligent utilization of the facilities now being provided.

THE YEAR'S CHANGES IN POPULATION.

On September 30, 1903, we had 831 patients; 483 males, 348 females. During the year we admitted 107 males, 70 females; discharging in that time as cured, improved, unimproved, died or as insane, 77 males and 33 females, leaving the census on September 30, 1904, 898; 513 males, 385 females.

CONCERNING RECOVERIES IN CHRONIC CASES.

Our record of cures is satisfactory when we remember that it is much greater than that attained when *patients of the same class* are treated in their homes where they cannot be controlled, and it is particularly gratifying when we remember that 98½ per cent. of all who enter the Colony have chronic epilepsy at the time. If one-half of our cases could be admitted during the first year or so of their disease, I am confident that the rate of recoveries under the Colony system could be made to reach 25

per cent. or more, or be as high as among the insane. When insanity develops, the individual is promptly placed in a hospital where he comes at once under proper treatment. Not so with the epileptic: he is often temporized with until his malady is chronic, or until his mental condition makes it unsafe to keep him at home any longer. That is why we have substantially nothing but chronic cases to deal with.

But even with this class about $5\frac{1}{2}$ per cent. of all epileptics admitted to the Colony have been cured.

It is gratifying to note that V. A. S., mentioned on page 36 of the Craig Colony Bulletin, who entered the Colony after having been an epileptic for 16 years and having had 50,000 to 60,000 seizures, and who was discharged recovered April 27, 1898, after two and a half years treatment, has remained perfectly well to this time, as stated in a recent letter from his mother.

Epilepsy belongs to the curable diseases. But it requires two to three years of unremitting attention to details to attain this result.

THE EVILS OF SELF TREATMENT.

Many epileptics do themselves irreparable harm through their efforts at self treatment. They are among the most liberal patronizers of patent nostrums. These nostrums often possess the power of suppressing attacks for indefinite periods. But it is only suppression. They never cure. In the meantime they destroy the mind, and often the body. Several cases have come to my attention in which they caused death. No epileptic should attempt self treatment, and particularly should he let advertised "sure cures" alone.

THE PRESSURE FOR ADMISSION.

The great pressure for the admission of patients continues unabated. It is greater now than it has been at any time since the Colony opened. Following is a census by counties of the dependent epileptics in the State eligible for admission to the Colony. This table was prepared by the State Board of Charities September 30, 1903, but I am assured by the Secretary of that Board that it substantially represents the conditions that obtain to-day:

COUNTY LIST OF DEPENDENT EPILEPTICS IN THE STATE SEPTEMBER
30, 1904.

| County. | Number dependent epileptics |
|--|-----------------------------------|
| Albany | 19 |
| Allegany | 2 |
| Broome | 7 |
| Cattaraugus | 1 |
| Cayuga | 5 |
| Chautauqua | 3 |
| Chemung | 5 |
| Chenango | 4 |
| Clinton | 3 |
| Columbia | 3 |
| Cortland | 10 |
| Delaware | 8 |
| Dutchess | 1 |
| Erie | 79 |
| Essex | 6 |
| Franklin | 2 |
| Fulton | 3 |
| Genesee | 2 |
| Greene | 2 |
| Hamilton | 0 |
| Herkimer | 1 |
| Jefferson | 5 |
| Lewis | 18 |
| Livingston | 2 |
| Madison | 5 |
| Monroe | 25 |
| Montgomery | 4 |
| Nassau | 2 |
| New York: | |
| Boroughs of Manhattan and the Bronx..... | 172 |
| Boroughs of Brooklyn and Queens..... | 21 |
| Borough of Richmond..... | 15 |
| Niagara | 66 |
| Oneida | 16 |
| Onondaga | 9 |
| Ontario | 10 |

| County. | Number dependent epileptics. |
|------------------------|------------------------------------|
| Orange | 8 |
| Orleans | 3 |
| Oswego | 6 |
| Otsego | 1 |
| *Putnam | . |
| Rensselaer | 7 |
| Rockland | 0 |
| St. Lawrence | 10 |
| Saratoga | 1 |
| Schenectady | 0 |
| Schoharie | 0 |
| Schuyler | 0 |
| Seneca | 0 |
| Steuben | 5 |
| Suffolk | 19 |
| Sullivan | 2 |
| Tioga | 1 |
| Tompkins | 7 |
| Ulster | 7 |
| Warren | 4 |
| Washington | 3 |
| Wayne | 4 |
| Westchester | 11 |
| Wyoming | 21 |
| Yates | 17 |
| Total | <u>673</u> |

The above table shows that on September 30, 1903, nearly seven hundred patients were awaiting admission to the Craig Colony. The number is but little less now.

THE INADEQUACY OF PRESENT METHODS OF TREATMENT.

In the first place, the problem of a strong body is related to good air, pure water, suitable food, a sanitary dwelling, and vigorous exercise. These are provided in abundance at Sonyea.

In the second place, each patient is a problem in himself. When we remember the wide range in character that epilepsy

*No report furnished.

assumes; how it indiscriminately attacks the poor, the rich, the feeble, the strong, exempting no race, condition, or occupation; how its seizures may appear only a few times in a long life, or hundreds of times in a single day; how some who have the disease in light form become mental wrecks in a few years' time, while others who have it severely throughout a long life suffer no mental impairment to speak of in the end—we can better appreciate *the necessity for individual as opposed to collective treatment.*

In the work at Sonyea we search out individual problems as well as our limited facilities permit, and apply the special form of treatment each patient requires. But with one physician to 150 patients or more, and one nurse or attendant to twelve or fourteen patients or more, *individual treatment to the extent required to get the best results is out of the question.*

At the same time we should not forget that the mere fact of the patients living under salutary forms of Colony environment is often productive of enormous good.

Freedom from epilepsy by right living can be attained in many cases at the Colony in which it is out of the question under other conditions.

But how much more gratifying it would be if individual treatment could be adopted to a greater extent. Would not the securing of so much better results compensate to a large extent for the increased cost of more individual treatment?

COMPULSORY CHARITY DESIRABLE FOR SOME.

I desire particularly to speak of the difficulty some newcomers have in getting accustomed to Colony life.

We take epileptic men, women and children from homes in which they have been accustomed all their lives to certain environments, and place them in a strange community under radically new conditions. Some are bound to be discontented and unhappy. This is oftener the case with adults than children. Some who have spent years in poorhouses prefer that sort of life to the Colony. It is not a question with these people as to what is best for them: it is a question of what they have become attached to.

Most children grow to like Colony life, and would not leave

it if they could. But there are certain adults who cannot adapt themselves to changed conditions, who are not happy here and who never will be.

A discontented few is a bad thing. They disturb the satisfaction of many others. The question is, What to do with the few who are dissatisfied? Would it be best to restrain them on the premises by process of law, or should they be permitted to go without protest?

The first proposition for most of them is the most salutary one to follow. In most of these cases the patient himself is ignorant of what is best for him, and it should be left to the judgment of the physicians at the Colony.

Men whose epilepsy followed the drink habit constitute a class for whom detention would have especial value. At home they lead dissipated lives. Some of them enter the Colony with the desire to do better, and succeed. Others as soon as they miss the debasing delights of the old life, want to go away; and as the law now stands, we have to let them go—they can enter the Colony today and leave tomorrow.

Should not that feature of Colony administration be changed? Should not a statute be enacted to keep such cases on the premises?

Most of them are curable, *provided* they let drink alone long enough. But they will not do this. It seems that the State should help them.

THE MULTIPLICATION OF EPILEPSY.

In studying the causes of epilepsy in nearly 2,000 cases it has been definitely ascertained that it is due to the same disease in the parents, in approximately sixteen per cent. of all cases.

In permitting epileptics to marry, the commonwealth places a premium on epilepsy, insanity, idiocy and degeneracy that it seems a large contingent of the human race is trying to win. This applies to alcoholics as well. Almost as many epileptics have the disease because of alcoholism in the parents as because of epilepsy in the parents.

In the admission to the Colony of A. J. (Case No. 1562), a male epileptic 48 years of age, and his two daughters, aged 11 and 14 years, we have a plain and all but too common illustra-

tion of the *multiplication of epilepsy*. This man's father having had epilepsy, he transmitted it to the son, and the son in turn transmitted it to four daughters out of nine children he had in all. All are probably incurable, and all will be perpetual burdens on the State. The man is now 48 years old. If he lives to be 70, and remains under State care, and if the two daughters now in the Colony live to the same age, the three will have cost the State \$17,550.

But the placing of this family under State care *now* is valuable, for it shuts off to that extent the possibility of a third generation inheriting the same disease. And in the third generation the malady would be in a more aggravated form than it is in the second, while in the fourth, the family would almost surely become extinct.

It is high time that something is done by the State to check the multiplication of diseases it is often impossible to cure and whose victims enlightened philanthropy requires the States to care for at an enormously increasing rate of expense.

This whole problem is so vast and complicated that it cannot be speedily settled.

A PROBLEM TO STUDY.

It has long been my conviction that it would be well for the Governor of this State to appoint a commission of seven to nine persons to study the matters mentioned below for one or two years and report its findings to the State Legislature.

This commission should be representative in character: It should contain a representative of the State Commission in Lunacy; a representative of the State Hospitals for the Insane; a representative of the State Board of Charities; one of the State Charitable Institutions not including the insane; a business man of high repute; a lawyer of national reputation, a well-known architect, and a member of the State Charities Aid Association. Others might be added if desirable.

Some of the members of this commission should be empowered to visit institutions abroad and in the United States, and the commission should call to its aid the best council and advice, and give its attention to the following:

1. Prevention. (Of insanity, idiocy, epilepsy, imbecility, feeble-mindedness, tuberculosis, and crime.)

2. Methods of administration. (Central and local, supervisory and actual.)

3. Forms of construction for buildings for different institutions, fulfilling different purposes.

4. The question of maintenance: what it means, how far it should go, and what it should include.

5. The recommendation of suitable dietaries for different classes.

6. Forms of education for the defective classes, simple and practicable, and designed primarily to make the dependent self-helpful.

7. The best methods of treatment in the broadest sense to get the best results.

8. And what is of very great importance, proper classification; that is, making, if possible, a grand division between those of the defective classes, who, on the one hand, may be improved or cured, and who, on the other hand, are deemed capable of neither.

This, in brief, is the outline of the plan I suggest, and I believe that a properly constituted commission that would study this matter a proper length of time would be able to make a report of great value to the whole charity situation and which if adopted, would have the full confidence of all the people in the State.

ALCOHOL AND EPILEPSY.

Chronic alcoholic intoxication severe enough to cause epilepsy is rare before the twentieth year. After adulthood is reached in males, alcoholism as a cause of epilepsy is not uncommon. Of 1,000 individuals 990 may be capable of moderately indulging in strong drink for years without inviting nervous disease: but the remaining ten will be sure to suffer, while the proportion may be much larger.

Among the first 1,550 cases admitted to the Craig Colony there were 508 males over twenty years of age at the time of their admission. In 50 of them, or 10 per cent., alcohol was a positive factor in the causation of their disease; in many cases it was the sole cause. Alcoholism in the parents was noted 99 times (equal to 20 per cent.) in the same 508 cases.

Again in these 1,550 cases there were 359 females more than twenty years of age at the time of their admission. Alcoholism

was the cause of epilepsy in three of them only, but it was present in their parents 57 times.

While alcoholism is rarely the *direct* cause of epilepsy in women, it is frequently an indirect cause through its presence in the parents—nearly always in the father.

THE COST OF MAINTENANCE LESS.

It is difficult to measure some things wholly by monetary standards. In caring for the sick this measurement alone is deplorable.

It is a question whether we do not sometimes pay too much attention to the cost, and too little to results. In the end the latter always outweigh the former by a thousandfold.

On the other hand, if a work has gone on *reasonably well* and at less cost than previously, there is cause for some gratification.

The *net* per capita cost at the Colony during the year just ended was \$152.42 as against \$155.39 of a year ago. Personally, I would be gratified to see the per capita cost increased a little, through: 1st. The employment of better paid help to care for the sick; 2d. The employment of more help to educate those committed to our care; 3d. The employment of better help for training those among the colonists who belong to the trainable class. The results under improved methods along these lines would more than offset the slight additional cost.

TABLE NO. 2: ATTENDANCE AND COST.

Attendance for Fiscal Year ending September 30, 1904.

| | |
|---|---------|
| 1. Number of patients under care October 1, 1903.. | 831 |
| 2. Number of patients admitted during fiscal year, 1903 and 1904..... | 177 |
| 3. Number of patients discharged or died during the year | 110 |
| 4. Number of patients under care October 1, 1904.. | 898 |
| 5. Average daily population for the fiscal year end- ing September 30, 1904..... | 836.789 |

Expenditures for the Fiscal Year ending September 30, 1904.

| | |
|--|-------------|
| 1. Salaries and wages of officers, assistants and em- ployees | \$60,612 47 |
|--|-------------|

| | |
|--|------------|
| 2. Expenses of managers, officers and agent..... | *1,028 75 |
| 3. Cost of provisions..... | 34,720 07 |
| 4. Total cost of maintenance..... | 142,312 28 |
| 5. Per capita cost of maintenance (net)..... | 152 42 |

SOME OF THE IMPROVEMENTS MADE DURING THE PAST YEAR.

Completion of Additions to Infirmaries.

It is gratifying to report that the additions to the men's and women's infirmaries were completed during the year, and that they are being rapidly filled with the bedridden and infirm class. The pressure for the admission of such cases has been great for years.

The Colony appreciates having places in which cases of this type can be segregated away from the better classes.

The interior walls of these buildings have yet to be painted. We would have done that this year had our appropriation for the purpose not been vetoed.

These buildings are well constructed, and represent as low a per capita cost of construction—\$342—as it seems possible to attain in work of this kind. Together they will provide for about 300 cases—approximately 20 per cent. of all the epileptics on the place.

Hepatica and Iris.

Contracts were let for these two cottages in the women's group on the 19th of February last, and the roofs are being put on now. They should be ready for occupancy by April, 1905. Each will provide for 20 to 25 women of the better class. One contains a rain bath for the general use of the women's group. The two buildings are sixty feet apart, connected by a covered corridor, and have a dining-room and kitchen in common.

* Expenditures under this item were incurred as follows:

First, \$371.96 of it was spent by resident officers away from the colony on State business, such as physicians examining patients; the steward buying supplies; the superintendent attending meetings in Albany.

Second, \$458.32 of it was spent by the twelve managers in attending monthly Board meetings at Sonyea. This amount is less than it was last year by \$3.29.

Third, \$198.47 was spent by the agent for traveling expenses while examining into the financial condition of patients liable for their maintenance in whole or in part.

Fourth, The entire item of expenses of managers, officers and agent was less during the past year than the year before by \$408.16.

Road Building.

After failing for several years to secure an appropriation to begin road construction, we got an appropriation of \$6,000 for that purpose last spring.

Five thousand dollars of the amount was spent in building 5,550 feet—a fraction over a mile—of stone roadway fourteen feet wide in the parts of the Colony where driving is most common; that is, west of the Kishaqua creek.

On another page will be found a concise description of the method and cost of this work.

Conduit for Steam Pipes.

We had an appropriation of \$1,500 for a steam conduit 4 x 5 feet in diameter and 475 feet long, extending from the rear of the Villa Flora to the women's infirmary.

The lowest bid received for this work under contract was \$2,100. We secured consent to do it by day's labor. We completed the work in six weeks, and within the appropriation, saving \$600 to the State.

Addition to Laundry.

It is a matter for regret that there has been so much delay in building the addition to the laundry. This addition is solely for clothing from unclean patients of the Infirmary class.

The contract for it was let on the 19th of February last, but it does not seem probable now that we will have the building before January 1, 1905.

After the structural part is ready it must be equipped with machinery, for which we have an appropriation of \$925.

New Bake Oven.

With the appropriation of \$1,500 given us last year we built in the bakery building a brick oven 10 by 13 feet inside, capable of doing the work for 2,000 persons. This improvement has long been required.

The location of the old oven where flour had to be hauled from the station, was very inconvenient. The new oven is within 20 feet of the railway tracks, making the handling of flour before it is made into bread an easy problem.

Employees' Cottages.

Two of these are now under construction on the strip of land between the Pennsylvania railroad on the west and the Kishaquia creek on the east. They would have been completed by this time, had it been possible to get labor and materials.

They are being built by day's labor, and while the foundations only are ready at this time, we expect to have them completed for occupancy by January 1, 1905.

Buildings of this type in the past have proved very satisfactory. We need four more of them next year.

Storage Warehouse for Farm Machinery, Tools and Implements.

One of the most satisfactory pieces of work during the year was the construction in the farmstead of a building 100 feet long, 30 feet wide, and two stories high, as a warehouse for storing farm machinery, tools, implements, etc.

This building was put up out of money earned by the Colony from selling brick and other products. It cost \$1,500. It was built by day's labor, and was completed even to the painting within seven weeks after the estimate was approved.

Structural Improvements in the Barnyard.

Out of the same fund we spent \$1,200 for building sheds for cattle, for board fences in the farmstead, and for a large cement manure pit with cement walks leading to it from the barn.

The barnyard had been in bad condition for several years. These improvements have put it in first-class shape.

A good dairy at the Colony where epileptics require so much milk for food is one of the most important features of the place.

New Orchards Planted.

Two hundred and twenty-five young apple trees were planted in the rear of the garden. The old trees in the 40 acres of orchards at the present time will mostly be valueless in a few years when new orchards will be greatly needed.

Walks, Grading, Etc.

In addition to the road building, we laid 700 feet of cement walk 4 feet wide in the East Group, constructed a new board

walk 700 feet long and 4 feet wide in the women's group, built several cinder paths, and completed a large amount of grading around various buildings.

THE BEST WAY FOR THE COLONY TO BUILD TO SAVE TIME AND MONEY.

It has been our invariable experience that we could do most construction work cheaper and quicker by day's labor than by contract.

Last year we built the cottage hotel by day's labor and saved \$440. The lowest bidder wanted \$2,940 for the work, while the appropriation was only \$2,500. We completed it for the appropriation. We also put up four cottages for employees by day's labor and saved \$585.28 on them. This year we built a steam conduit in the women's group for \$1,500. The lowest bid for it was \$2,100, so the saving under day's labor amounted to \$600.

But the money saved is not all; the saving in time is valuable. On February 19th last, a contract was made for an addition to the hospital. On October 1st, over seven months later, the foundation walls were just about completed. On July 20th we commenced the construction by day's labor of a farmstead warehouse, a building 30 by 100 feet, two stories high, for storing farm tools, machinery, implements, etc., and in seven weeks it was completed even to the painting.

The Value of Trained Epileptic Labor.

The Colony's resources for building are becoming better all the while. *Trained epileptic labor* is of great value, while *untrained epileptic labor* is not only a great expense to the State, but a positive detriment to the epileptic as well. Our most important need at the present time is for more people and greater facilities for training and directing crude epileptic labor.

In no other condition and for no other class can proper educational training do so much when rightly applied as in epilepsy.

A remedial agent of singular efficiency in epilepsy is the wholesome physical use of body and mind. Epileptics who are systematically employed enjoy health advantages over those who are idle. The majority of them would do something useful if once taught how.

I have expressed the opinion for ten years that as a rule *the manual and physical training of the epileptic* was of far greater value to him in a healthful way than a purely intellectual training. I am of that opinion still.

SPECIAL APPROPRIATIONS REQUIRED BY THE CRAIG COLONY FOR EPILEPTICS IN 1905, WITH THE REASONS THEREFOR.

The Colony's wants are numerous. It needs to fulfill a broader purpose in caring for the dependent epileptics of the State than its resources have permitted it to fulfill to this time. During the first few years of its growth it was given more liberal appropriations for development than it has had since that time.

Extensive repairs to many of the 66 buildings on the place that should have been made before this, cannot be made because of lack of money. To neglect such work one year means a greater necessity for it at a greater cost another year. Whether new buildings are put up or not, old ones ought to be kept in good repair.

If the appropriations that follow seem large, I trust the explanations given will show why.

First. The Colony needs to be made larger to provide, as soon as practicable, for some of the 600 to 700 cases awaiting admission.

Second. The present extensive plant of 66 buildings scattered over nearly 2,000 acres and inhabited by over 1,000 persons, must be kept in proper repair.

Third. We have had but little money for these purposes during the past two or three years.

Fourth. This is the only State institution in a State whose epileptic population numbers 12,000 to 15,000. Consequently the demands made on it are great. With less than double the number of insane to care for, the State has fourteen large institutions for them.

1. For dormitories for 250 patients—this being approximately one-third of the total number now awaiting admission to the Colony—the per capita cost of construction, including heating, plumbing, and electric lighting, not to exceed

| | |
|-------------|-----------|
| \$450 | \$112,500 |
|-------------|-----------|

The census of the Colony on October 1, 1904, was 898; the census of the Colony on January 1, 1905, will be approximately 1,000. A census of dependent epileptics in the State, made by the State Board of Charities, shows that on September 30, 1903, there were 673 epileptics in the State awaiting admission to the Colony. There are at present between 350 and 400 completed applications on file at the Colony. Of these we can take about 100 between now and January 1, 1905. The amount for dormitories we ask for will provide buildings for about one-third of those awaiting admission.

Four of these buildings should go in the women's group, and four or more in the men's group. Sites for all of them have been plotted on the map by the landscape architect; sewerage mains, water lines, electric light and telephone lines all being in now with reference to the location of buildings at these points.

2. For furnishing \$12,500

With the construction of additional dormitories, more money for furnishing will be required. We buy under "Furnishing" only the most necessary articles, such as bedsteads, bedding, chairs, crockery, and kitchen utensils. The cost of furnishing these articles for each patient varies from \$27 to \$30. Most of such articles have to be bought from the State prisons.

3. For enlarging the power house; for building a brick conduit 4 x 5 feet, 1,750 feet long; for raising Kishaqua creek bridge 2½ feet, and for other work necessary to heat the women's group. From the power house, including a conduit to connect the four buildings on the Village Green one with another, but not with the power house at this time. *\$22,950

The Colony should do this work for two reasons: First, Economy; Second, Convenience.

For three years it has been in contemplation. It was demonstrated to the satisfaction of the Fiscal Supervisor and the State Architect a year ago that the building of this conduit would save

* This is an estimate of the actual cost. The work can be done by day's labor for this amount. If the work is done by contract the amount asked for will have to be very materially increased.

the State from \$4,000 to \$5,000 a year in the cost of fuel. This is the greatest argument in favor of this item.

The second is, that to concentrate the heating system would do away with so many individual plants. It now keeps one team busy the year around hauling coal to these plants, and hauling away ashes; and it takes a large part of the engineer's time in keeping so many individual heating plants in repair.

This item passed the Legislature last year, but did not receive the sanction of the Governor.

4. For building two and one-quarter miles of highway; one the county highway where it crosses the Colony estate, the other mile of necessary roadway to connect buildings in which patients live; for walks, for grading, and for planting. . . . \$15,000

For several years the Colony has asked for an appropriation of \$12,000 for building roads, for planting, for walks, and for grading. Two years the Legislature gave the Colony \$6,000, but the item did not meet with the approval of the Governor. This was repeated last year. This year the Governor approved an appropriation of \$6,000 for this purpose, and a mile of roadway in addition to grading, laying walks, etc., has been built. There are about six miles of roadways laid out on the place.

No walks whatever have been laid in the women's group in which 500 persons will live another year. The condition of the floors in the houses in the women's group is very bad indeed, due to the lack of walks, and the character of the soil.

The State should build a mile and a quarter of public highway across the Colony property because the work cannot be done in any other way. There being no adjoining property owners, no part of the cost of building this road could be met in that way as is done in the case of public highways ordinarily.

The estimated cost of this mile and a quarter of roadway is \$8,000. Five thousand dollars is needed to build roads to connect the buildings in which patients live. The balance, \$2,000, is urgently required for grading and for walks in the women's group, and for grading and walks on the Village Green.

5. For four cottages for employees, similar in cost, type, and design to those previously put up. . . . \$6,000

This item is self-explanatory. We lack several cottages yet of having enough for the various heads of departments and other employees. Home life for employees who have families is desirable, and they are not satisfied to live in so isolated a community in any other way. Cottages of this type that we have built to this time have proved a great success.

6. For a school and industrial building combined in
the women's group \$12,000

This structure appears on the Colony plan as "Building IV," and is located immediately in the rear of the main building in the women's group.

There are at present from 60 to 75 epileptic girls attending school in a building in which 40 patients live. The schoolrooms are exposed to so much noise and constant disturbance on the part of the other patients in the building, that the school work is carried on in a very unsatisfactory and incomplete manner.

In another building in which 35 to 38 patients live, from 20 to 25 are employed in sewing. These 20 to 25 make practically all the clothing worn by the female patients, besides doing an enormous amount of repair work.

With the present size of the Colony, this school and industrial building combined would be occupied by schoolrooms for nearly 100 epileptic girls, and with workrooms for 25 to 30 women, most of them engaged in sewing.

Another feature in this building should be a large hall in which these patients might have some recreation in the evening. As it is now, they must walk more than half a mile to the House of the Elders for such recreation. This room would also be used for lectures and Sunday school work for those patients who are unable to go the distance required to attend regular chapel service.

7. For an addition to the pathological laboratory
building \$2,500

The State Architect has made a plan of an addition 18 by 26 feet, basement and one story, to the pathological laboratory.

The scientific study of epilepsy at the Colony, especially in relation to the etiology of the disease, is growing, and more room in which the pathologist and his assistants can work is

urgently required. It was felt when the original laboratory building was put up that it would be too small, and the practicability of adding to the building was considered at that time.

The State Architect estimates the cost of the addition at \$2,500.

8. For the final wing to the Peterson Hospital.... \$15,000

The plan of the Colony made nine years ago provided for a hospital building in about eight to ten years that would accommodate 50 to 60 patients.

The east wing of the hospital is now under construction. The west wing, of similar size and design, externally, but of different internal arrangement, should be built another year. This will complete the Peterson hospital in accordance with the original design.

The estimated cost is \$15,000.

9. For hospital and laboratory instruments, books,
and equipment..... \$2,500

It is not necessary to go into a detailed explanation of the necessity for this item; it speaks for itself. A part of this amount would be required for equipping the addition to the building.

10. For a new icehouse near Willow pond..... \$3,000

The icehouse in use at the present time is entirely too small for our present population. It was built eight years ago, and is already in need of extensive repairs.

Instead of spending much money in repairing this structure, it would be advisable to put up a new building nearer Willow pond, and of a size sufficient to meet the requirements for all future time.

11. For a Protestant chapel to seat 1,200 to 1,400
persons \$15,000

As stated in several of the last colony reports, the Colony's need for a Protestant chapel is very great.

Religious services are now held in the House of the Elders—an old frame building put up by the Shakers about 50 years ago. Structurally it is a very good building to a certain extent,

but in point of capacity it is wholly inadequate to the Colony's needs for a chapel. Not only is it now used for chapel services, but for theatricals, for dances, as a library, and as a home for a large number of employees, these living on the top floor. This conglomerate use of the building is very unsatisfactory.

A chapel of sufficient capacity to meet the Colony's needs for all time could be built at an estimated cost of \$15,000.

It should be so located as to be equally accessible to the men and the women, and would probably be located on the strip of land between the Pennsylvania railroad and the gorge, at a point opposite the Roman Catholic chapel.

12. For general repairs and equipment..... \$10,000

Since its foundation the Colony has annually received an appropriation of about \$5,000 for "repairs and equipment." Unfortunately, we failed to get any money for this purpose last year. We had in mind extensive repairs to buildings that have not been repaired, or even painted, in seven or eight years. We had planned to paint 17 of the 66 buildings on the place. The fact that no repairs to buildings have been made in the past year will necessitate a much larger outlay for this purpose another year. Consequently, we ask for \$10,000 for that purpose.

Several items of considerable magnitude will have to come out of this amount, among them being—

First. One thousand dollars for remodeling and repairing the House of the Elders.

Second. One thousand two hundred dollars to \$1,500 for moving Chestnut cottage to a point south of the east group near Willow pond, in order that the grounds between the east group and the station may be graded and laid out in proper condition.

Third. Two thousand dollars for outside repairs to buildings in the women's group.

Fourth. Five hundred to \$600 for additional piling along the west bank of Kishaqua creek to protect the sewerage beds from flood waters.

Fifth. Two thousand dollars for painting and kalsomining 17 buildings inside and out. The plastered walls in 8 of the new houses, including the two large infirmaries for 300 patients, have never been painted, and they urgently need it. Several other

buildings in the farmstead, east group, and west group, have not been painted outside in 8 to 9 years.

In addition to these larger items, numerous smaller repairs that foot up several thousand dollars need to be made.

APPROPRIATION FOR MAINTENANCE, 1905-1906.

During the fiscal year beginning October 1, 1905, we shall require \$165,000 for maintenance for an expected daily average attendance of 1,050 patients.

THE NECESSITY FOR A SPECIAL BUILDING FOR EPILEPTIC INFANTS.

One of the most gratifying sights at the German Colony for Epileptics at Bielefeld is a large, roomy, sunshiny house on the hill near the chapel, given over entirely to the uses of a "Kinderheim," a sort of kindergarten and nursery building combined for epileptic infants. Thirty little ones ranging in age from a week up to five years were being cared for in this building at the time of my visit.

We are called upon from time to time to admit infants in arms who are either born with the disease or who acquired it during the first few months of life.

The mother of little Katie E. S., of Orleans county, has been sorely tried in the care of her little daughter of three years, whose epilepsy appeared when she was four days old. Because of our lack of means to care for infants, we have been unable to take this little girl to this time. When she comes to us she will require the attention of a nurse day and night, and with only one nurse to 12 to 14 patients, it has been impossible for us to assign one to such duty.

To show in part the relief the care of such cases at the Colony would bring to homes, I quote extracts from letters written by this little girl's mother.

"I could get plenty of work to do this fall if you would take my little girl in. It is a pity to have her suffer so hard. Can't you do anything? I can't have her here in this condition for years to come, nor can I support my other little ones while I have this sick one on my hands to care for. I can't hold out much longer in strength or financially."

A building for 20 to 25 epileptic infants would fill a marked deficiency in the usefulness of the Craig Colony at the present time.

We must remember that the epileptic child has most often to be measured by its childishness and not by its years. Epileptic children eight to twelve years old often show the immaturity and lack of intelligence shown by normal children of three to five years.

The table that follows shows the age at which 1,623 cases were admitted to the Colony. Practically all of these had the disease years before entering the Colony. If provision for the very young could be made, more would enter the Colony at an earlier age, and the recoveries would be greater.

SHOWING AGE ON ADMISSION IN 1,623 CASES.

| | |
|---------------------|-----|
| Under 5 years | 2 |
| 5-10 years | 69 |
| 10-15 years | 257 |
| 15-20 years | 386 |
| 20-25 years | 317 |
| 25-30 years | 178 |
| 30-35 years | 125 |
| 35-40 years | 94 |
| 40-45 years | 82 |
| 45-50 years | 48 |
| 50-55 years | 33 |
| 55-60 years | 13 |
| 60-65 years | 6 |
| 65-70 years | 10 |
| 70-75 years | 2 |
| 75-80 years | 0 |
| 80-85 years | 0 |
| 85-90 years | 0 |
| 90-95 years | 1 |

THE WEST GROUP AND THE LETCHWORTH HOUSE.

The time has come when something radical must be done with these buildings in which about 200 persons live.

The west house buildings are of wood, built by the Shakers 55

years ago. When we repaired them eight years ago they were made only passable for the care of epileptics. They are badly in need of extensive renovations. It is unsanitary, unsafe, and from every point of view unwise to keep patients in them any longer in their present condition.

One of the first principles in Colony building for epileptics is to provide for classification; i. e., if we want things to go with as little friction as possible. While the Letchworth house is a very good building, structurally, it is much too large for epileptics. It holds 100; it ought not to hold over 40 to 50. As soon as possible the number of patients in it should be reduced.

BACK TO "THE SIMPLE LIFE."

"Aspire to simple living," says Charles Wagner.

We have given that advice to the colonists at Sonyea for nearly ten years. Had some of them observed it in the beginning they would have escaped the disease that brought them here.

Once here, we use every effort to get them to cultivate a fondness for simpler and better things. And it is a pleasure when we succeed, for the change wrought in the individual is wholesome and radical. We get young men—and old ones, too, for that matter—from the cities, who have been living the pace that destroys. We put them in rough clothes and under wide brimmed hats, and put them out on the soil under the sunshine and in the pure air. Some rebel at first. They would rather have good complexions, smooth hands and epilepsy, than hardened hands, a brown skin, a fine appetite, a capacity for wholesome sleep, and no epilepsy. But the vast majority of them change in a little while, and become warm advocates of the Colony system.

The strenuous life has no place for those who must live in a community like this.

TABLE SHOWING THE HOUR AT WHICH EPILEPTIC SEIZURES OCCURRED IN 201,516 INSTANCES AT THE CRAIG COLONY.

| | Men. | Women. | Total. |
|--------------|-------|--------|--------|
| 1 a. m. | 4,394 | 3,314 | 7,708 |
| 2 " " | 5,486 | 3,483 | 8,969 |
| 3: " " | 7,308 | 3,905 | 11,213 |

| | Men. | Women. | Total. |
|----------------|-------|--------|--------|
| 4 a. m..... | 5,592 | 2,525 | 8,217 |
| 5 " | 4,755 | 2,447 | 7,202 |
| 6 " | 5,190 | 3,047 | 8,137 |
| 7 " | 4,606 | 4,192 | 8,798 |
| 8 " | 5,192 | 4,256 | 9,448 |
| 9 " | 4,787 | 4,314 | 9,101 |
| 10 " | 4,708 | 4,274 | 8,982 |
| 11 " | 5,322 | 4,082 | 9,404 |
| 12 noon | 5,399 | 3,342 | 8,741 |
| 1 p. m. | 5,191 | 3,326 | 8,517 |
| 2 " | 5,106 | 3,934 | 9,040 |
| 3 " | 4,738 | 3,910 | 8,648 |
| 4 " | 4,013 | 3,770 | 7,783 |
| 5 " | 4,185 | 3,474 | 7,659 |
| 6 " | 4,731 | 3,264 | 7,995 |
| 7 " | 4,363 | 2,254 | 6,717 |
| 8 " | 5,349 | 2,269 | 7,616 |
| 9 " | 6,600 | 2,506 | 9,106 |
| 10 " | 5,237 | 2,659 | 7,898 |
| 11 " | 4,815 | 2,938 | 7,753 |
| 12 Night | 4,111 | 2,843 | 6,954 |

There are epileptics who never have an attack except when they are asleep. If they sleep in the day instead of at night, their attacks will change accordingly. The attacks follow the sleep state, no matter when present.

The above table shows that in a total of 201,546 seizures, more occurred at three o'clock in the morning than at any other hour. But the increased frequency at that time is not explained by sleep alone; at that time the body reaches its lowest state of vitality and the increased attacks then are due to the lessened powers of resistance. Less attacks occurred in the same cases at seven o'clock in the evening than at any other hour.

THE REPORT OF THE RESIDENT PATHOLOGIST.

THE CRAIG COLONY PATHOLOGICAL LABORATORY, SONYEA, N. Y.

October 1, 1904.

To the Medical Superintendent:

I beg to present herewith the first annual report of the resident pathologist for the fiscal year ending September 30, 1904:

THE PURPOSES OF THE PATHOLOGICAL LABORATORY.

The pathological laboratory at the Craig Colony was opened on June 1, 1903. It was created to make use of the unusual opportunities offered at Sonyea for studying a disease whose etiology is still wrapped in great obscurity. Active efforts to establish the laboratory were in progress for years before these efforts bore fruit. And in a sense the founding of the laboratory at the Colony may be called pioneer work in this State, since no other state institution has an independent laboratory of its own designed for research work.

EQUIPMENT FOR SUCH WORK.

Provision to some extent was made several years ago for this work, a laboratory building being put up at that time. This building was still unequipped when I took up my duties here. It had to be provided with light, water, heat, shelving, and with all the apparatus, chemicals, glassware, etc., required in such a plant. One difficulty was the smallness of the building. This necessitated a too compact arrangement of its utilities to enable work to be carried on to the best advantage. The laboratory is even now so crowded that an addition to it is an imperative necessity, and this addition should be constructed another year.

Another difficulty was the lack of gas for general laboratory purposes. This required the use of oil, which is inferior in every respect to gas for such purposes. It is gratifying to note that the work of installing a gas plant solely for scientific purposes in connection with the laboratory and the hospital is going on, and that the plant is now practically completed. It will provide 35 to 40 lights for heating purposes. The laboratory is lighted with electricity.

We have also been short of help with which to do the unskilled work required in such a place, but this deficiency will shortly be remedied.

Dr. Horace LoGrasso, a recent graduate of the University of Buffalo, and a medical interne at the Colony, has been at work in the laboratory since last July. The services of a competent assistant were greatly needed, and Dr. LoGrasso's work promises to be of distinctive value.

GENERAL OUTLINE AND PURPOSE OF THE WORK.

It has been mentioned that the pathological department was created for the purpose of studying the pathogenesis of epilepsy with the ultimate view of benefiting the class of patients afflicted with this disease. Just when the latter aim can be reached, it is impossible to tell at the present. The beginning had to be made with an unbiased observation of the epileptic, both dead and living, in order to eventually find characteristics in their metabolism or structure which would serve as guides for therapeutic procedures.

In the observation of the living, it is important to extend them over the greatest possible territory, procuring, so to speak, *a universal map of the patient's condition*. The Colony is to be congratulated on having introduced a system of examination and records which complies with this condition and which if taken up in the right spirit by the medical staff, promises to produce interesting results, adding greatly to the value of the post-mortem study of the epileptic.

These purely clinical investigations in the future are to be supplemented by systematic examinations of the blood and gastric secretions, especially in all newly admitted patients.

BLOOD WORK.

In a paper read before the American Association of Pathologists and Bacteriologists, and published in the *Journal of Medical Research*, volume 12, number 1, page 87, I described a staining method by means of which it is possible to make differential leucocyte counts in the counting chamber.

The principle of the method is in brief as follows:

With a Thoma pipette used for the counting of red blood cells, blood is drawn up to the mark 0.5. It is then diluted 200 times by drawing up to the mark hundred the staining solution, the formula for which as originally recommended by me, was as follows:

1. Twelve per cent. formaline (i. e., Formaline Schering, 12 vol. water enough to make up 100 vol.).
2. One per cent aq. solution sodium chloride.
3. One-half per cent. aq. solution of eosine (yellowish).
4. Unna's polychrome methylene blue.

Equal volumes of these four solutions are mixed and filtered and the filtrate is used in place of the Gowers or Toisson solution in the pipette. It produces within from 15 to 30 minutes at ordinary room temperature, quicker at body temperature, a differential stain of the leucocytes, bringing out the protoplasm, nuclei and granulations which can be directly observed in the Thoma counting chamber.

In order to make this method practical, allowing to count a sufficient amount of leucocytes in one single specimen and to count red and white cells in one or the same specimen, I recommended a counting chamber with an especially ruled space extending over the greatest part of the central disc. A reproduction of this space is given in the journal mentioned and I hope to have such a chamber constructed by Leitz.

The staining method described still needs some perfections that will give it more stability, and if this is reached, it will prove very valuable for the investigation of the blood of epileptics, having several advantages over other methods in use, i. e., over the methods of the so-called stained "smears." Moreover, if followed up in certain directions, it promises to throw some interesting light on the microchemism of blood.

One important point I have discovered since the method was published, and that is, that the polychrome methylene blue employed on it receives its value through its alkalinity, i. e., through the potassium carbonate contained in it. If the alkali is added to the pure and fresh aqueous methylene blue solution, practically the same effects can be reached, which considering the instability of composition of the polychrome methylene blue is a great advantage gained.

AUTOPSIES.

In beginning the post-mortem study of the epileptic, which naturally comes within the province of the pathologist, the very important problem of procuring proper material for such study came up. The nervous system undergoes decomposition more rapidly than any other tissue, and this decomposition may entirely disguise or mask the pathological changes that have taken place in it. But since early autopsies are often impossible, means had to be found of preserving the nervous system in such

a manner as to make it available for histological study without in any way mutilating the body. I have succeeded in devising such a method, which in principle is very simple. It was described in extenso in the "Medical Record" of July 9, 1904, under the title, "A Method of Securing Fixation and Hardening of the Central Nervous System Before the Autopsy." I shall touch upon it very briefly here. It consists in injecting into the subdural space of the brain and spinal cord, a twelve per cent. solution of formaline. Five hundred cubic centimeters can usually be injected in this manner. This is sufficient to prevent decomposition as was shown in cases in which the autopsy was made as late as 43 to 50 hours after death, the formaline having been injected one to three hours after death. In one of these cases the neuroglia stain succeeded well, a very delicate test for the preserving value of the method.

AUTOPSY LAW.

Another important step gained was the passage of a law allowing under certain restrictions, autopsies on the bodies of indigent patients dying at the Colony. The passage of this law was the outcome of years of untiring efforts on the part of Dr. Spratling, renewed again and again in spite of repeated failures.

While restrictions on autopsy work are still very great, the fact of the passage of the law, granting some liberty, means a great deal. It shows that enlightened ideas in this direction are getting a firmer hold of public opinion, and that the benefits of autopsies from a scientific standpoint are being more generally recognized.

MANNER OF CONDUCTING AUTOPSIES.

In performing autopsies during the year, care was taken to make them as complete as possible and to record all findings in detail. This was done by dictation. These autopsies were attended with increasing interest by the entire medical staff who gave valuable assistance in their execution.

Whenever some organ showed interesting changes, pieces of it were removed for histological investigation. Great pains were taken to preserve the central nervous system, especially the brain

in a proper manner. The brain was laid on a thin layer of cotton or suspended on gauze, ample jars being used for that purpose so that no distortions of the specimens by pressure could take place. Care was also taken to provide large quantities of preserving fluid. It seems trivial to mention these points, but as a matter of fact much material is frequently spoiled for histological investigation by neglect of these simple precautions.

RECORDING AND CLASSIFICATION OF SPECIMENS.

For taking notes of the autopsies and also for those of the microscopical specimens, the Tengwall file proved very convenient, allowing as it does the keeping of all notes of one case together and to add to such notes to any desired extent without disturbing its arrangement.

For classification of all specimens the Dewey system was adopted. In this system every organ has a special number of its own, which greatly facilitates studies of such organ. For instance, the heart has the number .12, and can be found in every case under this number. In addition to the Dewey number, it was found practical to attach to each specimen an accession number.

The recording of most organs requires usually no special method, but for the nervous system, and especially for the brain, it is very desirable to designate as accurately as possible the region from which they were taken. This was accomplished by having photographs of different views of all the preserved brains and of marking on these the regions from which the pieces were removed for histological investigation. Whenever this seemed desirable, the so-called Meynert section was made, i. e., the hemispheres were detached from the rest of the brain, thus exposing the cerebral axis. This proved very instructive, a great number of cases disclosing very interesting changes of the axis. (See pl. II, fig. 1.)

For taking the photographs, a special stand was constructed, which allowed the use of the camera at almost any angle and to easily vary the distance from the specimens (see pl. II, figs. 2 and 3). An almost vertical position of the camera proved the most desirable. In this position the proper distribution of light

could be easily managed. What helped us greatly in this point was the structure of the laboratory building, which possesses an ample skylight, almost the entire roof being of glass.

For successful brain photography a long focus lens is indispensable. The only disadvantage of the latter is its high price. We were fortunate in securing one at a very reasonable rate through the courtesy of the Spencer Lens Company of Buffalo.

By use of all these factors and under my direction, some excellent photographs were obtained by Mr. Brown, an amateur photographer and attendant at the Colony. The photographs accompanying this report were made by him.

HISTOLOGICAL INVESTIGATION OF THE CASES.

Histological study and histological technique go hand in hand. It is usually by improved technique that our histological knowledge advances, and since by such advancements parts and structures of tissues not known before, or only vaguely known, are brought out; such is the case also for pathological changes. Alterations that escaped previous methods are disclosed by methods now in use. As an example may be mentioned the changes occurring in the chromophile substance of the nerve cells as brought out by Nissl's method in many cases in which the methods formerly used (bichromate hardening and straining with carmine, etc.) absolutely failed to reveal any changes.

These facts very frequently necessitate a revision of seemingly established pathological findings, as soon as a fundamentally new method appears. Such a fundamentally new method is the one that brings out the fibrillary structure of the nerve cell, and in studying the pathology of epilepsy, it seemed necessary, and promising new disclosures, to make use of it. However, one drawback of some of the methods which have done so much to advance the knowledge of the finer structures of the nervous system, is that they are very whimsical and unreliable, for which reasons they cannot be used for pathological study. This disadvantage is shared also by the fibril method, as first practically applied to the nervous system by Albert Bethe, and it was my endeavor to search the literature for modifications of the fibril method which might be used for pathological purposes.

It would seem from this long continued search that the only method applicable in this respect is the one of Ramon y Cajal,* I have already applied with gratifying results.

RESULTS OF THE AUTOPSIES.

The autopsies made during the first year were 16 in number. They presented some very interesting findings which I reported in a paper before the American Medical Association in Atlantic City, June 10, 1904, under the title, "On some interesting autopsy findings in epileptics." Among these changes the most important ones were:

1. Valvular changes of the heart.
2. Aneurysmatic dilatation and tortuosity of the capillaries, particularly of the lungs and kidneys.
3. Acute pneumonia.
4. Changes in the brain to be specified below.

VALVULAR LESIONS.

The number of cases in which an autopsy of the heart was made was 15. (In one of the 16 cases only a brain autopsy was permitted.) Of these there were 12, or 80 per cent., which showed distinct changes of one valve or other, while in the thirteenth case they were so slight that they were excluded from consideration. The mitral valve was most frequently affected; indeed, it was involved in every case in which there was a valvular lesion at all.

The relative frequency of involvement of each valve, if we exclude the cases in which the changes were slight or doubtful, is expressed in the following table:

| | |
|---|---------------------------------------|
| Mitral valve alone..... | diseased, 6 cases, 40 % |
| Mitral valve plus aortic valve... | diseased, 3 cases, 20 % |
| Mitral valve plus tricuspid..... | diseased, 1 case, 6 $\frac{2}{3}$ % |
| Mitral valve plus tricuspid plus aortic valve..... | diseased, 2 cases, 13 $\frac{1}{3}$ % |

* Ramon y cajal—Un sencillo metodo de coloracion selectiva del reticulo protoplasmico y sus efectos en los diversos organos nerviosos—Trabajo del Laboratorio de investigaciones biologicas, de la Universidad de Madrid, Tomo II. 1903, p. 129.

As to the nature of the change, one case ought to be first thrown out as presenting changes of a different character than the rest. In this case (No. 22) the mitral valve showed a wartlike granulation of soft constituency. In all other cases the changes consisted chiefly in a shortening of the valve and a thickening and hardening of its margin. The appearance was most like that of atheroma. No erosions and calcareous deposits were present on the surface of the valve.

An analysis of these cases showed in the majority a decided correspondence between the valvular changes on one side and the severity and total frequency of epileptic seizures on the other. The conclusion arrived at was that, barring one case in which the number of attacks was not sufficient to account for the changes and in which the age of the patient (93 years) evidently was the chief factor, evidence was considerably in favor of looking upon the valvular changes as secondary and brought about by the strain that the circulatory system is subjected to in a Grand Mal seizure.

PATHOLOGICAL CHANGES OF THE CAPILLARIES.

In several of the autopsy cases the capillaries of certain organs, particularly of the lungs and kidneys (at least these were chiefly investigated) showed tortuosity and aneurysmatic dilatation, marked by their extent as well as their intensity. In all the cases so far examined in which these capillary alterations were found, valvular changes were also present. While I was first inclined to consider them as secondary to the valvular changes, I now deem it more probable that they are both due to the same cause. i. e., the tension of the circulatory system in a severe seizure.

ACUTE PNEUMONIA.

This was found as a chief and in some cases as a contributing cause of death in eight cases, i. e., 57 per cent. of the cases in which the lungs were examined. One of these was an aspiration pneumonia due to the forcing of food in the bronchi evidently during a seizure. All others were lobar with perhaps one exception.

BRAIN CHANGES.

None of the thirteen cases in which a brain autopsy was made was quite exempt from organic changes of the brain. In some, such changes were very striking. One presented a circumscribed atrophy of the right frontal lobe, affecting its entire base and the anterior half of its convexity. Another case showed a subdural hemorrhage over the posterior part of the second and third frontal convolutions and the lower end of the central convolutions, on the left side. The third one presented a marked internal hydrocephalus, probably congenital and confined to the parieto-temporo-occipital lobe, leaving apparently, out the frontal lobe entirely. It was more strongly developed on the left side. In a fourth case a cyst of the left upper vermis and left cerebellar hemisphere, probably congenital, was found. Changes of further interest were found in a number of other cases. Two of these showed atrophy of the convolutions of the superior vermis cerebelli and the adjoining parts of the cerebellar hemisphere, but the most frequent changes were found in the optic thalamus and geniculate bodies. These structures could be grossly examined only in cases in which the so-called Meynert section had been made, i. e., in which the pallium was separated from the so-called cerebral axis. Meynert section was made in nine cases, seven of which showed distinct changes of the thalamus, some also of the geniculate body.

The change affected either the entire thalamus or parts thereof. Most frequently (in four cases) the left thalamus was smaller than the right, the difference being very marked. In one case the right one was smaller than the left and in two more it was difficult to say whether a difference was present although the right thalamus seemed slightly smaller than the left. In these latter two cases, however, both thalami were reduced in size.

In some cases the surface of the thalami had a decidedly shrivelled appearance.

The pulvinar changes were in some cases extremely marked, the pulvinar being thinned out to a ledge-like wedge instead of forming a well-rounded prominence.

The anterior tubercle of the thalamus in at least two cases showed very interesting changes, being reduced in size and quite particularly in one case almost detached from the rest, so as to present a pedunculated appearance.

The changes of the geniculate bodies were not very marked, but some of the bodies seemed decidedly reduced in size.

The interpretation of these thalamic changes must be made with great precaution. They are fully discussed in the article above mentioned. That most of the autopsy cases were advanced ones with marked mental involvement, must not be left out of consideration. It is impossible to say how far these changes may have caused the epilepsy, or how far they may have been a result or again how far they may have no significance in either way.

COURSE OF INSTRUCTION TO THE STAFF.

A course in anatomy and physiology of the nervous system was given the members of the medical staff, in the form of semi-weekly lectures, accompanied by demonstration of gross and microscopical specimens. The lectures were attended with great interest.

Laboratory work at the Craig Colony is full of promise. But the plant needs many additions and improvements to it to fit it for its best purpose.

Respectfully submitted,

B. ONUF, M. D.,
Resident Pathologist.

ANNUAL REPORT OF THE STEWARD FOR THE YEAR ENDING SEPTEMBER 30, 1904.

October 1, 1904.

To the Medical Superintendent of the Craig Colony for Epileptics:

The steward respectfully submits the following annual report for the year ending September 30, 1904.

THE FARM AND GARDEN.

It has been an excellent year for farm and garden products. With very few exceptions, all crops have been good. We secured the finest hay crop we ever harvested. While wheat in this section of the country was a failure generally, we had a fair harvest. Our apple crop is the heaviest in many years. Peas for canning were very fine and returned \$53.62 per acre.

DAIRY.

There has been a notable increase in the amount of milk produced the last year, due to the improved condition of the dairy.

The average number of cows milked during the year was 46. The greatest number milked at one time was 50, in October, 1903. The number of pounds of milk produced that month was 25,675. The smallest number—40—was in August. The number of pounds of milk produced that month was 24,276. It will be seen from the above figures that we produced about the same number of pounds of milk each month for the entire year.

The total number of pounds of milk produced during the year was 301,070, or about 150,535 quarts. The average number of pounds per cow for the year was 6,545, which is an increase of about 800 pounds over last year.

The following cows deserve special mention :

Cow No. 75 produced 8,434 lbs. of milk last year.

Cow No. 61 produced 7,982 lbs. of milk last year.

Cow No. 134 produced 7,778 lbs. of milk last year.

Cow No. 104 produced 7,653 lbs. of milk last year.

Cow No. 129 produced 7,457 lbs. of milk last year.

The new stock sheds and fences around the barnyard, and manure pit at the cow barn, have added very much to the convenience and cleanliness of the dairy and to the comfort of the herd. All this will be a means of increasing the supply of milk.

SHEEP.

The flock of sheep on September 30, 1904, consisted of 191 ewes, 2 bucks and 119 lambs. We have killed and used, (as shown by our Home Product Reports) 3,657 pounds of lamb, \$366.90, and sold wool and pelts to the amount of \$505.41, making a total of \$872.31 received from sheep during the year. This is \$53.54 more than was received last year from about the same number of sheep.

SWINE.

We have at the present time 43 store hogs, 24 breeding hogs and 119 pigs under 6 months of age. We have killed and used, (as shown by the Home Product Reports during the year) 15,670 pounds of dressed pork of the value of \$1,099.80; 1,703 pounds of lard, \$129.06; total, \$1,228.86.

There has been very little meal or corn fed to the hogs during the past year. The principle part of the pork and lard has been made from table refuse from the various households of the Colony.

BRICKYARD.

The brickyard season commenced May 10th. The output has been 392,000 common hard brick.

The daily average number of patients employed in the yard was 15. The brick machine was run 49 days, 5½ hours each day; 23 days out of the 124 were lost on account of holidays, rain, etc. There were only 2 hired employees in the yard during the season, most of the work being done by patients.

We delivered to contractors and special fund appropriation for steam conduit up to October 1, 1904, 258,600 brick, at \$6.50 per M. at the kiln. At this price the value of the output of the yard for the season would be..... \$2,548 00

The cost of production was:

| | | |
|-------------|----------|----------|
| Coal | \$188 40 | |
| Wages | 591 50 | |
| Total | | \$779 90 |

This leaves the net proceeds of the yard..... \$1,778 10

There were 8 kilns of brick burned this season against 9 last season. To put the yard in condition next spring, we shall require 3,250 feet of hemlock plank for runways from the brick machine to racks.

TAILOR SHOP.

There has been \$1,993.52 worth of clothing made at a cost of \$702.75 for material, and foreman \$420, leaving the net earnings of patients \$870.77.

SUMMARY OF INDUSTRIES.

| | |
|---|------------|
| Carpenter shop (work done by patients with one paid foreman) | \$3,593 50 |
| Blacksmith shop (work done by patients with one paid foreman) | 760 63 |
| Tailor shop (work done by patients) | 870 77 |
| Dressmaking department (work done by patients with one paid seamstress) | 1,913 13 |

| | |
|--|--------------------|
| Shoe shop cobbling (work done by patients)... | \$96 60 |
| Sloyd school (work done by patients) | 61 25 |
| Brickyard (work done by patients and two hired employees) | 2,548 00 |
| Plumbing shop (work done by patients and one paid foreman) | 1,594 10 |
| Broom shop (work done by patients) | 93 75 |
| Mattress shop (work done by patients with one hired foreman) | 185 00 |
| Printing office | 377 05 |
| Mason (work done by patients with one paid foreman) | 1,042 50 |
| Paint shop (work done by patients with one paid foreman) | 986 50 |
| Total | \$14,122 78 |

MAINTENANCE.

| | |
|---|--------------|
| 1. The daily average number of patients supported during the year was | 836.789 |
| 2. The total cost of maintenance with home product was | \$162,792 91 |
| 3. The total cost of maintenance without home product was | 142,312 26 |
| 4. The total cost of maintenance without home product or clothing was | 133,609 90 |
| 5. The total cost of maintenance without home product, clothing, money refunded from miscellaneous sales or maintenance reimbursement was | 127,548 00 |
| (This represents the amount actually drawn from the State Treasury and used for maintenance.) | |
| 6. The per capita cost of maintenance with home product was | 194 54 |
| 7. The per capita cost of maintenance without home product was | 170 06 |
| 8. The per capita cost of maintenance without home product or clothing was | 159 67 |

| | |
|--|----------|
| 9. The per capita cost of maintenance without home products, clothing, money refunded from miscellaneous sales, or maintenance reimbursement was | \$152 42 |
|--|----------|

PER CAPITA COST OF DIVISIONS OF MAINTENANCE WITHOUT HOME PRODUCT, BUT INCLUSIVE OF MISCELLANEOUS RECEIPTS TURNED INTO STATE TREASURY.

| | |
|---|----------|
| Est. No. | |
| 1-2. Wages and labor | \$72.434 |
| 3. Expenses of managers, officers and agent.. | 1.229 |
| 4. Provisions | 41.492 |
| 5. Household stores | 8.277 |
| 6. Clothing | 10.399 |
| 7. Fuel and light | 20.006 |
| 8. Hospital and medical supplies. | 2.753 |
| 9. Shop, farm and garden | 7.571 |
| 10. Ordinary repairs | 1.455 |
| 11. Transportation of inmates | .093 |
| 12. Miscellaneous | 4.356 |
| Total average gross per capita cost. | \$170 06 |
| Total average net per capita cost. | 152 42 |

REIMBURSEMENTS.

| | |
|--|-------------|
| From individuals for part care and maintenance of patients | \$3,138 59 |
| Money received from counties to pay for patients' clothing | 7,464 45 |
| Total. | \$10,603 04 |

MISCELLANEOUS SALES.

| | |
|------------------------------|----------|
| 178 dozen corn. | \$176 00 |
| 60 dozen cans beans. | 45 00 |
| 72 dozen cans peas. | 65 00 |
| 247,900 brick | 1,611 35 |
| 3,840 pounds rags. | 19 20 |
| 29 oak piles. | 34 80 |
| 1 oven | 200 00 |

| | |
|-----------------------------|------------|
| 1,537 pounds wool..... | \$326 61 |
| 200 bushels potatoes..... | 160 00 |
| Carboys, barrels, cans..... | 26 95 |
| Hotel rent, 6 months..... | 75 00 |
| Hides, pelts, etc..... | 178 80 |
| | <hr/> |
| | \$2,919 31 |
| | <hr/> |

PRODUCT OF FARM, GARDEN AND DAIRY.

Credit.

| | |
|--|----------|
| 16 dozen bunches onions..... | \$1 92 |
| 325 bushels onions..... | 276 25 |
| 200 bushels beets..... | 80 00 |
| 450 bushels turnips..... | 202 50 |
| 350 bushels ruta бага..... | 70 00 |
| 10 tons cabbage..... | 90 00 |
| 3 tons cabbage, Holland..... | 27 00 |
| 3½ tons Hubbard squash..... | 50 00 |
| 325 bushels carrots..... | 146 25 |
| 100 bushels vegetable oysters..... | 50 00 |
| 325 barrels apples..... | 325 00 |
| 300 bushels apples, drop..... | 45 00 |
| 400 bushels apples, cider (estimated)..... | 40 00 |
| 25 bushels pears..... | 12 50 |
| 580 dozen bunches celery..... | 261 00 |
| 3 bushels lima beans..... | 9 00 |
| 1,200 bushels wheat..... | 1,200 00 |
| 2,400 bushels oats..... | 960 00 |
| 560 bushels shelled corn..... | 336 00 |
| 6,000 bushels potatoes..... | 3,000 00 |
| 60 bushels ensilage seed corn..... | 36 00 |
| 470 tons hay..... | 4,700 00 |
| 75 tons straw..... | 300 00 |
| 300 tons ensilage corn for silo..... | 750 00 |
| 301,070 pounds milk..... | 4,668 55 |
| 5,327 pounds beef..... | 358 50 |
| 3,657 pounds lamb..... | 366 90 |
| 15,670 pounds pork..... | 1,099 80 |
| 1,337 pounds veal..... | 118 90 |

| | |
|--|-------------|
| 288 dozen eggs..... | \$58 10 |
| 1,703 pounds lard..... | 129 06 |
| 580 pounds chicken..... | 67 76 |
| 169 bushels apples..... | 61 80 |
| 850 bunches asparagus..... | 85 00 |
| 35 bushels lima beans..... | 35 00 |
| 106 bushels string beans..... | 63 60 |
| 98 bushels beet greens..... | 17 85 |
| 73 bushels beets..... | 29 20 |
| 30 dozen cabbage..... | 12 00 |
| 378 bunches celery..... | 18 90 |
| 11 dozen cauliflower..... | 12 50 |
| 1,103 dozen green corn..... | 112 44 |
| 487 dozen cucumbers | 59 85 |
| 9,600 cucumber pickles..... | 14 85 |
| 55 quarts cherries..... | 3 30 |
| 2,570 pounds grapes..... | 102 80 |
| 609 dozen lettuce..... | 91 35 |
| 48 dozen peppers..... | 5 40 |
| 505 bunches onions..... | 50 50 |
| 36 bushels onions..... | 34 20 |
| 61 bushels pears..... | 34 80 |
| 95 bushels green peas..... | 56 80 |
| 706 bushels potatoes..... | 470 55 |
| 3,329 bunches radishes..... | 332 90 |
| 682 quarts raspberries..... | 55 40 |
| 280 quarts strawberries..... | 25 20 |
| 1,191 bunches rhubarb..... | 65 70 |
| 31 bushels spinach..... | 8 10 |
| 546 dozen summer squash..... | 92 80 |
| 195 bushels tomatoes..... | 84 60 |
| 153 bushels turnips..... | 70 30 |
| 919 $\frac{1}{4}$ dozen cans peas..... | 965 21 |
| 60 tons corn (estimated)..... | 420 00 |
| 105 2-3 dozen cans tomatoes..... | 84 53 |
| | <hr/> |
| | \$23,413 42 |
| Miscellaneous sales | 2,919 31 |
| | <hr/> |
| Total | \$26,332 73 |
| | <hr/> <hr/> |

Debit.

The cost of production, including hay and grain raised on the farm last season and that purchased for feed for live stock, together with wages and labor, fertilizer and incidental expenses, was as follows:

| | |
|--|--------------------|
| 50½ tons bran..... | \$1,021 27 |
| 49 tons corn meal..... | 1,082 73 |
| ½ ton gluten..... | 11 25 |
| 25 barrels salt..... | 22 50 |
| 14½ tons middlings..... | 323 65 |
| 450 pounds binding twine..... | 49 50 |
| 19 tons fertilizer..... | 418 00 |
| 891 bushels potatoes, seed home product..... | 712 80 |
| 120 bushels wheat, home product..... | 120 00 |
| 41 bushels turnips, home product..... | 12 30 |
| 70 tons corn fodder, home product..... | 175 00 |
| 20 bushels wheat, home product..... | 15 00 |
| 180 tons ensilage, home product..... | 450 00 |
| 1,624 bushels oats, home product..... | 487 20 |
| 116 tons straw, home product..... | 580 00 |
| 210 tons hay, home product..... | 2,310 00 |
| 186 bushels corn, home product..... | 111 60 |
| 150 apple barrels..... | 57 00 |
| 3 rams | 45 00 |
| Farm and garden implements..... | 99 64 |
| Veterinary services and medicine..... | 46 45 |
| Paris green | 9 80 |
| Repairs to tools and harness..... | 48 41 |
| Threshing | 95 30 |
| Wages | 5,582 73 |
| Sawing lumber | 126 00 |
| Miscellaneous farm and garden seeds..... | 305 07 |
| Shearing sheep | 23 50 |
| Total | \$14,341 70 |

RECAPITULATION.

| | |
|---|--------------------|
| Value of products raised and miscellaneous sales. | \$26,332 73 |
| Cost of production..... | 14,341 70 |
| Net value of proceeds..... | <u>\$11,991 03</u> |

INVENTORY.

| | | |
|--|--|---------------------|
| The annual inventory made on September 30, 1904, and presented with this report, shows the value of personal estate to be..... | | \$93,184 22 |
| Real estate | | 684,094 69 |
| Total value of real and personal property..... | | <u>\$777,278 91</u> |
| Total value of real and personal property on Sep- tember 30, 1903, was..... | | 678,117 35 |
| Increase in value of real and personal property.. | | <u>\$99,161 56</u> |

Respectfully submitted,

T. L. STONE,

Steward.

REPORT OF AGENT ON MAINTENANCE OF PATIENTS.

SONYEA, N. Y., October 1, 1904.

To the Board of Managers of The Craig Colony for Epileptics:

I respectfully submit herewith a report of cases investigated by me under chapter 356, Laws of 1902, in relation to obtaining reimbursement for maintenance of patients at the Colony. Since my appointment October 22, 1902, I have personally investigated 1,012 cases. Of this number I found 99 who could pay something toward their support, and 913 who are wholly indigent. The following is a statement by counties of the number of cases investigated, the number wholly indigent, and the number able to pay:

| County. | Number examined. | Number indigent. | Number can pay. |
|-------------------|---------------------|---------------------|--------------------|
| Albany | 20 | 20 | 0 |
| Allegany | 17 | 13 | 4 |
| Broome | 7 | 7 | 0 |
| Cattaraugus | 9 | 9 | 0 |

| County. | Number examined. | Number indigent. | Number can pay. |
|--------------------|---------------------|---------------------|--------------------|
| Cayuga | 16 | 13 | 3 |
| Chautauqua | 8 | 5 | 3 |
| Chemung | 9 | 8 | 1 |
| Chenango | 4 | 4 | 0 |
| Clinton | 2 | 2 | 0 |
| Columbia | 7 | 4 | 3 |
| Cortland | 6 | 6 | 0 |
| Delaware | 5 | 4 | 1 |
| Dutchess | 10 | 10 | 0 |
| Erie | 69 | 59 | 10 |
| Essex | 3 | 3 | 0 |
| Franklin | 8 | 7 | 1 |
| Fulton | 7 | 6 | 1 |
| Genesee | 6 | 6 | 0 |
| Herkimer | 5 | 3 | 2 |
| Jefferson | 7 | 6 | 1 |
| Kings | 98 | 83 | 15 |
| Lewis | 4 | 4 | 0 |
| Livingston | 10 | 7 | 3 |
| Madison | 3 | 3 | 0 |
| Monroe | 70 | 64 | 6 |
| Montgomery | 8 | 7 | 1 |
| Nassau | 4 | 4 | 0 |
| New York | 297 | 282 | 15 |
| Niagara | 16 | 15 | 1 |
| Oneida | 20 | 19 | 1 |
| Onondaga | 23 | 19 | 4 |
| Ontario | 8 | 5 | 3 |
| Orange | 11 | 8 | 3 |
| Orleans | 9 | 9 | 0 |
| Oswego | 19 | 16 | 3 |
| Otsego | 5 | 4 | 1 |
| Putnam | 1 | 1 | 0 |
| Queens | 7 | 7 | 0 |
| Rensselaer | 12 | 12 | 0 |
| Richmond | 5 | 5 | 0 |
| Rockland | 6 | 5 | 1 |
| St. Lawrence | 19 | 17 | 2 |

| County. | Number examined. | Number indigent. | Number can pay. |
|-------------------|---------------------|---------------------|--------------------|
| Saratoga | 16 | 15 | 1 |
| Schenectady | 1 | 1 | 0 |
| Schoharie | 5 | 5 | 0 |
| Schuyler | 2 | 2 | 0 |
| Seneca | 5 | 5 | 0 |
| Steuben | 12 | 11 | 1 |
| Suffolk | 7 | 6 | 1 |
| Sullivan | 3 | 2 | 1 |
| Tioga | 11 | 10 | 1 |
| Tompkins | 10 | 10 | 0 |
| Ulster | 8 | 8 | 0 |
| Warren | 4 | 4 | 0 |
| Washington | 4 | 4 | 0 |
| Wayne | 6 | 6 | 0 |
| Westchester | 27 | 24 | 3 |
| Wyoming | 6 | 6 | 0 |
| Yates | 5 | 3 | 2 |
| Total..... | <u>1012</u> | <u>913</u> | <u>99</u> |

Of the 99 who could pay, the rates were apportioned as follows:

| | |
|---|-------------------|
| 21 were able to pay \$25.00 a year..... | \$525.00 |
| 24 were able to pay 50.00 a year..... | 1,200.00 |
| 6 were able to pay 75.00 a year..... | 450.00 |
| 21 were able to pay 100.00 a year..... | 2,100.00 |
| 27 were able to pay 150.00 a year..... | 4,050.00 |
| Total | <u>\$8,325.00</u> |

Constant changes in the population of the Colony makes it difficult to state the exact amount that will be realized each year under this law.

Although the amount obtained up to the present time may not appear to be large, those who are able to pay even a small amount have been relieved of the feeling that they were wholly dependent upon the State, as they did previous to the enactment of the law. This seems to be one of the most valuable features of the law.

Respectfully submitted,

W. C. COOPER,

Agent.

ANNUAL REPORT OF THE
REPORT OF MATRON.

SONYEA, N. Y., *October 1, 1904.*

TO DR. W. P. SPRATLING, *Medical Superintendent:*

It is with pleasure I submit the Matron's report for the year ending September 30, 1904.

During the past year the additions to both the male and female infirmaries have been completed and patients admitted, making two extra buildings under the matron's supervision. All buildings under the matron's supervision—about 30 in all—are visited every other day.

Several changes have taken place among the employees, but principally among those recently employed. I cannot say sufficient in praise of those in the service, as with few exceptions they are becoming proficient in their work, doing cheerfully all that is required of them.

The male patients who do renovating of hair in the mattress shop are deserving of special mention. During the past year they have not only picked hair for regular renovating, but for the one hundred and sixty-eight new mattresses in the new infirmaries.

The mending room for clothing was moved to Saxifrage cottage in March and is now under the supervision of the nurse in that house. Following is a list of articles mended since that date:

| | |
|------------------------|-------|
| Stockings, pairs | 1243 |
| Socks, pairs | 1636 |
| Number pieces | 2777 |
| | <hr/> |
| | 5656 |
| | <hr/> |

In the sewing room the girls are attentive and anxious to learn. Many are doing excellent work. The purchasing of four new machines has aided us greatly and the use of a cutting room which was used for mending last year, has been a great help, though we still need more room.

Subjoined is a list of work done in this department:

| | |
|-------------------------|-----|
| Aprons, barbers | 12 |
| Aprons, gingham | 525 |
| Aprons, operating | 6 |
| Aprons, white | 175 |

| | |
|--|------|
| Aprons, shirting | 94 |
| Aprons, waitresses | 36 |
| Bags, broom | 59 |
| Bags, laundry | 13 |
| Bags, tea and coffee | 285 |
| Bandages | 1532 |
| Bandages, many tailed | 13 |
| Bandages, T | 18 |
| Bibs, shirting | 12 |
| Blankets, bound | 2 |
| Cases, instrument | 5 |
| Chemises | 7 |
| Comfortable, silkoline | 1 |
| Covers, dresser, hemmed | 12 |
| Covers, dresser, hemstitched | 19 |
| Covers, chiffonier, hemmed | 7 |
| Covers, chiffonier, hemstitched | 9 |
| Covers, commode, hemstitched | 7 |
| Cloths, silence | 3 |
| Curtains, mull, pairs | 29 |
| Curtains, sash, pairs | 68 |
| Drawers | 457 |
| Dresses, gingham | 503 |
| Dresses, worsted | 20 |
| Dresses, shirting | 30 |
| Dusters | 36 |
| Holders | 300 |
| Holes, button, hand-made for tailor shop | 236 |
| Leggings, pairs | 7 |
| Mattresses, ticks | 260 |
| Mattresses, ticks made over | 280 |
| Napkins, table | 259 |
| Napkins, sanitary | 402 |
| Nightdresses | 458 |
| Pillow covers | 2219 |
| Pillow ticks | 119 |
| Rugs, made | 1 |
| Rugs, hemmed | 14 |
| Sacques | 43 |

| | |
|---------------------------------------|--------------|
| Shades, hemmed | 170 |
| Sheets | 3226 |
| Shirts, men's | 7 |
| Shirts, hospital | 48 |
| Scarfs, table, hemstitched..... | 8 |
| Skirts, outing | 200 |
| Skirts, worsted | 35 |
| Table cloths | 287 |
| Table cloths, hemstitched | 4 |
| Towels, bath | 1700 |
| Towels, dish | 569 |
| Towels, roller | 433 |
| Traycloths, hemstitched | 15 |
| Underwaists | 41 |
| Valances, pairs | 30 |
| Waists, worsted | 30 |
| Waists, shirt | 69 |
| Total..... | 15348 |
| Number of articles mended..... | 2987 |

Respectfully submitted,

M. A. LOUGHLIN,

Matron.

REPORT OF RESIDENT CATHOLIC CHAPLAIN.

SONYEA, N. Y., October 1, 1904.

To Dr. WM. P. SPRATLING, *Medical Superintendent*:

According to the last annual report of the Catholic chaplain there were 320 Catholic patients at the Colony. At present there are no less than 357 (189 men and 168 women).

During the past year 14 Catholic patients have died, having, except in case of sudden death, previously received the ministrations of the priest in charge. Of those buried in the Colony cemetery, the remains were first brought to the chapel where the regular burial service of the church was held, after which the priest accompanied the remains to the grave, there concluding with the ritual prayers of the church.

The public services in the chapel on Sundays consist of the following:

Morning prayers and mass at 9 a. m.; Sunday school and benediction of the Blessed Sacrament at 3 p. m.

Nearly all who are physically and mentally able are regular in attendance at religious services. Nurses in charge care for those who have seizures during divine worship.

The little chapel, an inspiration to devotion, affords consolations to many that they did not enjoy before coming to the Colony. On account of their affliction they were not permitted to attend religious worship or instruction at home, as in case of seizure during service they would be a disturbance to a whole congregation. As a result many come here who are only nominal Catholics. For the same reason they were debarred from the schools of their native town. As a consequence, several are unable to read or write. To teach these illiterate and nominal Catholics, whose memory has been weakened by the disease, the rudiments of faith and morality, which we aim to do in a simple and informal manner in our Sunday school, we consider one of our most important duties. Notwithstanding these disadvantages all are eager to learn the tenets of their faith, looking forward in their affliction to a happier life beyond the grave.

The uniform courtesy received from officers and employees is an encouragement in the performance of duty, and I wish to express my gratitude to them for the same.

Respectfully submitted,

HUGH A. CROWLEY,

Catholic Chaplain.

REPORT OF PROTESTANT CHAPLAIN.

SONYEA, N. Y., October 1, 1904.

To Dr. W. P. SPRATLING, *Medical Superintendent:*

In my report to you for the year ending September 30, 1904, I would state that the work of the year has been continued along much the same lines as in former years. Slight changes, however, have been made in the scope of the work, where necessity and judgment have thought best.

The continued interest and marked attention manifested by those to whom we have ministered, has made the work compara-

tively easy, and has continued to be our greatest incentive, as from week to week we have sought to impart to them the consolations of the gospel.

The encouragement received from those who have faithfully served as teachers during the year, made the school work possible, and as many classes were formed for Bible study as there were teachers to conduct them.

The following order for services has been adhered to during the year:

Morning worship with sermon, followed by Bible study every Sabbath at 10:30 a. m., and during the fall and winter months an added service, evangelistic in character, was held on Sunday evenings.

Devotional services have also been held on Thursday and Friday evenings, and a children's service for those in the Villa Flora group, was maintained on Friday afternoon for six months of the year.

The singing of gospel songs has continued to prove a profitable part of all worship, and the music and singing of the patient choir has added materially to the interest of all the services.

A choir practice is held every Wednesday afternoon, when the hymns for the following Sabbath are rehearsed.

Average attendance at morning service, 250; average attendance at Sabbath school, 144.

A NEW CHAPEL GREATLY NEEDED.

In view of the continued growth of the Colony, a new and suitable house of worship is a marked necessity. Where seizures so often occur during the services, a roomy, well ventilated and well lighted meeting place would greatly relieve the cramped and inadequate conditions that now exist, affording better facilities for carrying on the work, and materially aiding in the devotions of those who are in need of every possible help.

Thanking you for your continued sympathy and help during the year.

Respectfully submitted,

SAMUEL D. ANDERSON,

Protestant Chaplain.

DONATIONS.

The Colony's need for things the State does not buy is enormous. Its homes are poorly furnished. We have at the present time the barest necessities only, such as bedding, furniture, dining-room ware, and kitchen utensils. We need rugs, pictures, bric-a-brac, and other articles of ornamentation that go to give an air of cheerfulness to home life.

We are greatly indebted for the following gifts received during the past year:

| | |
|---------------------------------|----------|
| Charles L. Adrian | \$150 00 |
| Mrs. C. S. Macy | 25 00 |
| F. E. Janowitz | 50 00 |
| Leo P. Frohe | 20 00 |
| James Quirk | 3 00 |
| Jenkins & Macy Co. | 20 00 |
| Becker Glass and Paint Co. | 5 00 |
| Henry Boessing | 5 00 |
| William Knoll | 5 00 |
| C. Deubzer | 1 00 |
| M. F. Bristol | 10 00 |
| Miss M. Eliza Arnts | 1 00 |
| Mrs. M. Merklinger | 5 00 |
| Mrs. J. Fisher | 2 00 |
| Edward B. Brooks | 10 00 |
| Peter Mee | 10 00 |
| Mrs. Lena Knoll | 5 00 |
| Antonio Spampinato | 1 00 |
| A. Sanderson | 2 00 |

E. D. Copp, religious papers.
 All Souls Church, magazines.
 Mrs. Oscar Craig, magazines.
 M. F. McMillan, books.
 Mrs. Frances Entwisle, magazines.
 Mrs. S. M. Branch, Bible.
 Mrs. Marion W. Carr, magazines.
 Mrs. A. B. Woolston, magazines.
 John P. Faure, box of books.

Hospital Book and Newspaper Society, miscellaneous reading matter.

Walter Stoddart, magazines.

Richmond Hill Twentieth Century Club, magazines.

Mrs. George Boughton, magazines.

Dr. E. A. MacDonald, 2,500 hedge plants, California Privet.

All of the money received was used to help pay for the Colony's exhibit at the St. Louis Exposition. The model cost \$900 to make, and other expenses connected with it ran the cost up to over \$1,000. The State Commission allowed us \$500 toward it.

The Pennsylvania Railroad Company, through the courtesy of Mr. R. Bell, Superintendent, furnished a coach on two occasions to take 120 patients on picnics to Portage Falls.

THE SUPREME PURPOSE OF THIS INSTITUTION.

We try never to forget that the supreme purpose of this institution is to benefit epileptics committed to its care. That is the one motive of its existence. All improvements that we can make with the facilities placed at our command are constantly being made.

On October 1st we changed the system of history taking from bound books to the loose sheet system in Tengwall Files. This system requires a more minute and searching inquiry into the patient's former and present condition than the old system required.

We are trying to develop the work of the Pathological Laboratory along lines most likely to be helpful to the living.

We are trying to improve the corps of nurses and attendants—the people who come so constantly into such intimate contact with the patients, and who have such an influence on their daily lives. We hope the State Salary Classification Commission will help in this matter by giving these people the pay their arduous work and long hours of duty require.

We are trying to do more for the colonists in a recreative way. The old "Elms" is being fitted for a club house to be used by male patients from four to nine o'clock P. M. on week days. It will have a library in which we can place about 1,000 volumes to start with; a room for indoor games; and a pool room.

It would be fine if we had \$500 or \$600 for an outdoor playground and gymnasium for 150 epileptic children. The more time these little people spend out of doors in an active way, the better off they are.

APPOINTMENTS AND RESIGNATIONS.

Dr. Robert E. Doran, who served as First Assistant Physician at the Colony for about two years, returned to the Willard State Hospital on October 31st of last year to fill a similar position in that institution. Dr. Doran did good work at the Colony.

Dr. Donald L. Ross was appointed First Assistant Physician on January 15, 1904, in place of Dr. R. E. Doran. Dr. Ross came to us after an apprenticeship of seven years in the Willard State Hospital.

Dr. Herman Gross resigned as Medical Interne on December 31st last. The vacancy caused by his resignation was filled by the appointment of Dr. Rudolf Rapp.

Dr. Horace LoGrasso was appointed Medical Interne on July 15, 1904, his appointment being an addition to the staff. We have been pleased with his research work in the laboratory in which he is much interested.

Dr. A. M. Tremaine, Woman Physician, in charge of the Villa Flora Group of 11 buildings during the past three and one-half years, resigned on September 28th last to spend two years in study abroad. Dr. Tremaine was singularly adapted to her duties at the Colony, and when she went away the Colony lost a medical officer whose cheerfulness was contagious and whose capacity for good work unquestioned.

Rev. J. A. Maley came to the Colony as the first resident Catholic chaplain, about four years ago. He was absolutely faithful to his duties; always went about his work with a cheerfulness that all admired while his attentions to the sick and to those who needed good counsel, were proverbial. We miss him greatly. He left the Colony last summer to assume charge of a large pastorate in his native city of Elmira.

Upon the recommendation of the Right Rev. B. J. McQuaid of Rochester, Father H. A. Crowley of Ithaca, was appointed Catholic chaplain to succeed Father Maley.

VISITORS.

During the past, as in previous years, we were pleased to receive a number of visitors from this country and from abroad who came to study the Colony system.

We are always glad to have visitors at Sonyea. The public should be familiar with the work these institutions do, and the only way to acquire such familiarity is to come and see.

It is gratifying to note the increase in the interest shown in the public care of epileptics throughout the United States. Many States have started institutions along lines very similar to those upon which this institution is being built.

The Livingston County Historical Society, met here last June, about 125 members attending.

Among the official visitors of the year I may mention Dr. E. V. Stoddard, President of the State Board of Charities; Dr. Stephen Smith, the Vice-President of that Board; Mr. Augustus Floyd and the Hon. Dennis McCarthy, Commissioners; Mr. Robert W. Heberd, Secretary. We were visited twice during the year by the Hon. H. H. Bender, Fiscal Supervisor of State Charities, and once by the Hon. George L. Heins, State Architect.

For the assistance given us by the authorities in Albany I express my appreciation.

In conclusion I sincerely thank the people at the Colony who have worked for its success. Especially do I thank the Board of Managers for the valuable aid, unstinted courtesy and good advice it was my pleasure to receive from them during the year just passed.

WILLIAM P. SPRATLING, M. D.,

Medical Superintendent.

REPORT

OF THE

COMMITTEE ON THE BLIND

REPORT.

To the State Board of Charities:

Your Committee on the Blind presents herewith its annual report for the fiscal year ending September 30, 1904.

The general conditions set forth in the report made to the Board by this committee one year ago are substantially the same now. The two schools for the instruction of the blind have had under care about the same number of pupils, and the curriculum has covered the same ground as heretofore. Less stress has been laid upon what may be called instruction in mechanics and more attention given to the purely mental development. It is realized that a mind thoroughly qualified to grapple with the problems of life is a better equipment than mere manual dexterity, even though the latter may have a high commercial value. The one gives the power of adaptation, opening the way to many methods of self-support; the other holds to a particular industry after, when through trade conditions that special field of work is overcrowded and, in consequence, self-support is difficult, if not impossible. The blind, properly trained to think and plan, are able to grasp opportunities. Though heavily handicapped, they are able in numerous instances to attain self-maintenance.

The tendency of the time is toward a more general and practical education. Several years ago the New York School for the Blind practically abandoned what is called "trade instruction" and since then has laid emphasis in its work for the blind on the broader education. The State School at Batavia has also taken the same view.

The general use of machinery for manufacturing purposes has closed many of the simpler handicrafts to the seeing workman. The fields of remunerative employment have narrowed for those who do not possess a good mental equipment, but they have widened for those whose minds are trained and alert, and who have the resolution to enter upon new avenues as they open. It is this equipment and courage, this resourcefulness and resolution that the schools for the blind endeavor to give their pupils.

PHYSICAL TRAINING.

The mental training in the special schools is by means of the same studies that seeing students follow, but the courage, self-reliance, eagerness and self-control, natural to most seeing pupils in our public schools, must be gained by the blind through personal contact with teachers, through properly directed sports, and the constant inspiration which the successes of others give.

Investigations in the field of psycho-physics indicate that the organization of the brain, its development as well as its health is bound up so closely with muscular activity, that such exercise must have a place in any true system of education. The brain grows with exercise and stimulation. The more complex the muscular movements, the greater the stimulation of the brain, and, as a logical result, the increase of intellectual power. Play is an agreeable form of exercise. It is one of Nature's methods for stimulating growth and for the development of the faculties. The more complex it is, the greater number of nerve centers affected and stimulated. Hence play must always have a very important place in the educational scheme for all children; but is especially necessary for defectives, and shows its beneficial effects most plainly in them.

The blind require, more than others, the influence of careful teachers as a stimulant to endeavor, for the natural tendency of the blind child is to remain quiescent; his studies and sports should be arranged with this fact in view. Gymnastics and field sports are, under competent direction, open to the blind; and a desirable freedom of movement, born of confidence and courage, is developed through them to a large degree. Free individual play, such as running and jumping, bicycle riding and rapid walking is now looked upon as an essential part of school training.

INDUSTRIAL TRAINING SCHOOLS.

The need of industrial schools for the adult blind is recognized by your committee, but it is believed that these schools should be established only under conditions which will promote efforts for independence on the part of the adult blind, many of whom have not had the advantage of the two great schools for the younger blind, now supported by the State.

Industrial homes have not made for independence heretofore; they have rather encouraged dependence. The Industrial Training School should therefore be organized with one distinct end in view — to help the adult blind person to self-support through his own work. The great problem which must be solved by the industrial schools will be the kinds of work which the blind, who rely upon handwork, can successfully undertake and make a sure means for self-support. The establishment of two such schools, one in or near New York City, and the other in or near Buffalo, will give opportunity for experiment, and perhaps determine how far the State can safely go in this direction.

The establishment of these Industrial Training Schools for the adult blind should be undertaken as an advance upon the present educational work for the blind of the State which is for those of school age only. But such schools should not be under the same management as existing institutions for they must deal with a different problem and have relation to a single end—the prevention of dependence.

NEW YORK STATE SCHOOL FOR THE BLIND, BATAVIA, GENESEE COUNTY.

(Established 1865.)

This school is under the direct control of the State, and has capacity for 175 pupils. The number of pupils registered for the last school year, which closed June 8, 1904, was 149, of whom 85 were boys and 64 girls. The average number present during the year was 127.

ATTENDANCE.

A comparison of the registration for the past three years shows that for the year ending September 30, 1902, the registration was 79 boys, 56 girls, total, 135; for 1903 it was 86 boys, 61 girls, total, 147; for 1904, 85 boys, 64 girls, total, 149. Thus it is seen that there has been an increase of 14 in the total registration since 1902.

The average age of pupils registered during the three years has been a little over fifteen years, as is shown by the following table:

| | Average age of boys. | Average age of girls. | General average age. |
|----------------------------------|-------------------------|--------------------------|-------------------------|
| Year ending September 30, 1902.. | 14.5 | 16.3 | 15.4 |
| Year ending September 30, 1903.. | 15.07 | 15.98 | 15.64 |
| Year ending September 30, 1904.. | 14.7 | 16.21 | 15.35 |

One fact of considerable importance is that the school is making a strong effort to secure the attendance of the younger blind children of the State, and with a degree of success. The number of blind over twenty-one years of age in the school was 21, of whom 15 were young women, 6 young men.

FINANCIAL.

The school received a total of \$45,236.06 during the fiscal year, and expended \$39,395.30 for ordinary and \$5,729.08 for extraordinary purposes, thus making the total amount expended by and for the school, \$45,124.38.

After making proper deductions it appears that the average annual per capita cost of support, including the value of home products, was \$317.20.

GRADUATIONS.

The work in the several departments has been pursued with energy, and a number of pupils have graduated from the institution, having finished the curriculum. In the literary department the graduates were four young men, the youngest seventeen years of age, the oldest twenty-one. These young men had spent an average of $9\frac{1}{4}$ years in the school, two of them having attended 11 years, one 10 years, and another 7 years. From the tuning department three young men were graduated, all over twenty-one years of age. These had spent an average of three years in the school. One young man was 21 years of age, another 25, and a third 26.

GENERAL SCHOOL WORK.

The literary department had 130 pupils enrolled during the year, 54 girls and 76 boys. These were divided among the several grades as follows: High School, 34; Grammar, 15; Intermediate, 21; Primary, 39; Kindergarten and connected classes, 21.

The success of the work is shown by the number of pupils passing Regents' examinations in 28 subjects in January, 8 in March, and 18 in June, and obtaining from the examinations a

total of 219 "counts." The subjects at the three examinations, however, were not all different, as they usually cover the same subjects.

In the music department 100 pupils received instruction. Of this number 42 received lessons on the piano, 3 on the pipe organ, 12 on string instruments, and 17 studied harmony. Vocal music was taught to almost all the pupils, and eight pupils were so well grounded in their music studies that they are now employed as tutors under the direction of the regular teachers.

NEW YORK INSTITUTION FOR THE BLIND, NEW YORK CITY.

(Established 1831.)

This institution, located in the city of New York, has capacity for about 225 pupils. The location, Ninth avenue and Thirty-fourth street, is no longer suitable for a school of this character, as the progress of improvements made necessary by the entrance of the Pennsylvania Railway system into New York City will make this section a center of business, and, consequently, dangerous to blind persons. Fortunately, the institution is the owner of a fine tract of land on Washington Heights. This new site is in the near neighborhood of the New York Institution for the Deaf and Dumb, and, like that, the New York Institution for the Blind will eventually be located on the highest ground on Manhattan Island. Work in grading, blasting rocks, and otherwise preparing for extensive building operations is well under way, and when it is accomplished the institution will be in possession of a beautiful site. The only objection to it is that the grounds will not be as extensive as an institution of this character should have.

The total receipts of the institution during the year were \$66,109.10, which, added to a balance on hand at the beginning of the fiscal year, \$6,428.68, made the total current account \$72,537.78. The expenditures were \$70,417.41, and there remained a cash balance September 30, 1904, of \$2,120.37.

The other financial statements of the institution show that the investment fund account had a balance September 30, 1904, of \$75,819.32. At the beginning of the fiscal year this fund amounted to \$101,980.30. There was added to it \$40,550.32. From this

amount \$50,000 was transferred to the building account, \$10,000 to the current expense account, and \$6,711.30 was paid for taxes, assessments, and other expenses on real estate.

The building fund account had a balance of \$855.67 September 30, 1903. Fifty thousand dollars was transferred, as shown above, from the investment fund, the president of the institution contributed \$10,000, and \$589.71 was received as interest, making the building fund account \$61,445.38 for the year. Of this amount \$45,273.66 was expended for the improvement of the Mount Hope property, leaving \$16,171.72 as balance at the close of the fiscal year.

SCHOOL WORK.

During the year the total registration of pupils was 179, of whom 27 were admitted for the first time. The population of the city of New York and of that portion of the State properly furnishing pupils to this school should have made the enrollment much larger than it is. It is a well-known fact that the parents of many blind children are reluctant to be separated from them; the advantage of education is not well understood by them, and when it involves parting with a child, even for a time, many parents are reluctant to give their consent. The ratio of blindness among children has decreased to a considerable extent. Modern methods of caring for infants, and greater certainty in the treatment given to those suffering from diseases of the eye, have served to control the tendency to blindness. The fact remains, however, that in the dense population of the southeastern section of the State of New York there are many more than 179 blind children of school age, and mentally capable of being benefited by this institution.

GENERAL WORK.

The work of this school is excellent in its several departments. The methods and appliances employed in it for the education of the blind are characterized by ingenuity, and produce striking results. The senses of touch and hearing are made to serve as the main avenues to the mind, and through them the blind children are brought into closer relations with their families and the outside world.

REGENTS EXAMINATIONS.

The literary work is shown by the Regents examinations held during the year. There were 73 pupils who participated in examinations on 12 days. More than three-fourths of all examined passed the examinations successfully, and covered 22 subjects, and wrote 157 answer papers. Of these 118 papers were marked at over 75 per cent., thus meeting the Regents requirements. This is satisfactory, and the examinations of the last 15 years show that the quality of the work of both teachers and students has steadily improved.

MUSIC AND REGENTS' CREDENTIALS.

This institution has laid special emphasis upon its department of music. It contends that the mental development due to the study of music and successful preparation to pass the examinations of the American College of Musicians, as conducted under the authority of the Regents of the State of New York, should receive proper recognition in credentials. The music pupil to be thoroughly prepared must cover subjects possessing high disciplinary and educational value. The mental and moral stimulus which they impart are equal to any that other departments recognized by the Board of Regents can give. For example, a serious course of music study involves not only technique, but history, harmony, counterpoint, musical biography, natural science, mathematics, æsthetics, morals, mechanics and composition. Musical biography is closely associated with the literary development of the periods to which it refers, and the study of æsthetics and morals involves a study of psychology and philosophy. All of these and other related subjects form part of the equipment of the well-prepared musician. Unfortunately, the course of music has not heretofore received a proper recognition in the certificates and credentials granted to graduates.

PHYSICAL INSTRUCTION.

The lack of ample grounds prevents a full gymnastic course for each pupil. The gymnasium, under a proper instructor, builds up the physique of blind boys and girls. The exercises straighten shoulders, expand the lungs, correct the tendency to a stooping

position, and develop the muscles and impart self-reliance and freedom of movement. So intimate is the correlation between physical conditions and mental processes that nothing can take the place of physical training for blind pupils. Play, athletics, gymnastics, must be employed as developing agencies, or all other work of the school will be unsatisfactory.

When the Mount Hope school buildings are erected they are to include a properly equipped gymnasium, and if the grounds can be arranged, a place will be provided where freedom of movement can be assured to all pupils during hours of recreation.

Respectfully submitted,

WM. H. GRATWICK,
STEPHEN SMITH, M. D.,
AUGUSTUS FLOYD,

Committee on the Blind.

October 12, 1904.

R E P O R T

OF THE

COMMITTEE ON THE DEAF

REPORT OF THE COMMITTEE ON THE DEAF.

To the State Board of Charities:

The education for those who are defective in speech and hearing holds a warm place in the hearts of all interested in the philanthropic work of the State of New York. During the many years in which the State has from the public funds practically maintained the schools for the education of the deaf, the methods and scope of instruction have improved until to-day New York may well feel proud of the work of the schools and the position which they occupy. They are leaders in all the movements for the betterment of the deaf, and the systems which they devise and follow prove valuable and suggestive to instructors throughout the world.

COMPULSORY EDUCATION.

The deaf are deprived of opportunities for free intellectual intercourse with their fellows until the kindly hand of philanthropy ushers them into schools where means of communication are opened to them. The child who from antenatal causes or disease or injury has lost the powers of hearing and speech, would lead a purely animal existence if efforts were not made to develop the mental powers.

Usually home affections are strong, and the defective child is closely guarded against physical dangers, but the members of the child's family are seldom able to give him the instruction and training necessary to open his mind to the true meaning of life, and fit him to undertake its responsibilities. Frequently this very affection, which seeks to guard the child from physical harm, is a menace to his best interests. The fear that danger may befall if the child is sent away to the care of others, causes the parents to retain the child under their own control in the home for a prolonged period when it would be far better were he placed under the training of a school. Teachers recognize the necessity of the early training of defective children, but what the teachers have learned through observation and experience the parents do not appreciate until perhaps too late.

It is essential that the needs of defective children be brought to the attention of those who have influence in the several communities of the State, that proper influence may be exerted to secure the entrance of the child into school at the earliest possible date. The hearing child is subject to the law of compulsory education; he is now allowed to remain away from school without proper excuse, and in consequence very few of our normal children grow up without having an education. The compulsory law should be extended so as to cover all children. It should include the blind and the deaf as well as those of normal powers, and if enforced the result would be beneficial in every way to the defective children of the State.

ATTENDANCE.

During the fiscal year ending September 30, 1904, the several schools for the deaf in this State have had the usual attendance, which has taxed their capacity. There were 1,623 pupils in attendance October 1, 1904, while 1,833 pupils were enrolled during the year. This is the largest number which was ever under care of the schools. October 1, 1900, the schools enrolled 1,563 pupils, the same date 1901, 1,564 pupils, 1902, 1,574, in 1903, 1,583 pupils, and, as stated above, on the first day of the last fiscal year, 1,623.

These figures show that the schools are growing. The population of the State is increasing, and it must be expected that the numbers of deaf and dumb will keep pace with the increase of the general population. It is true that science is doing much to guard the early years of childhood, and, that, as a consequence, many cases of disease which formerly resulted in the loss of the faculty of hearing are now successfully controlled. But in spite of the advancement of science, and better method of care of infants, multitudes of children lose the faculty of hearing, and provision must be made for their welfare.

It is to be expected that in a population as large as that of the State of New York, facilities for the care and instruction of between two and three thousand deaf-mute children must be provided, for if all the deaf of school age in the State were gathered into these schools, a dormitory capacity for not less than three thousand children would be required. The fact that during

the past two years there was an increase of over two hundred in the enrollment indicates the probability of very much larger demands in the year to come, and the schools will have to look forward to meeting the urgent demands for enlargement which will be made upon them.

FINANCIAL.

For the fiscal year ending September 30, 1904, the receipts of the ten institutions for the instruction of deaf-mutes were \$821,849.69. The expenditures were \$730,382.76. Of this amount the Northern New York Institution at Malone received a special appropriation of \$30,500 for the purpose of erecting a new heating plant and laundry.

The Legislature made an increase of \$20 per capita in the annual allowance for the State pupils. This is now fixed at \$300 per annum and is the same for all pupils, those supported by the State as well as those supported by the several counties.

The reports of the inspections of these schools, made from time to time, show that the pupils are well cared for and that the general instruction at each institution is satisfactory. Most of the buildings are of comparatively recent construction, and in their appointments comply with the requirements of the laws governing ordinary public schools. The only exception is the school at Rome, which is in need of extensive alterations and other improvements which, when made, will conduce to the welfare of the pupils.

The industrial training in all of the institutions is an important factor in the general educational scheme. The girls receive instruction in various household arts, and the boys have the benefits of special training in trades.

LITERARY WORK.

The literary work, as tested by the Regents examinations, is very satisfactory. A number of graduates successfully passed examinations for entrance to college, and many others were prepared for business openings.

SUBNORMAL CHILDREN.

Besides the deaf-mute children of normal mental powers, there is a class of deaf-mutes who belong to the feeble-minded group. For these the ordinary school for deaf-mutes offers advantages, but at the expense of the other children. A special school intended solely for this class, or a special grade in the established schools for the deaf, which shall include only the feeble-minded deaf-mutes, is necessary to complete the educational institutions for the deaf. Your committee is of the opinion that the slow and limited development of the feeble-minded does to some degree seriously interfere with the progress of the deaf children of normal mental powers, and although a class intended solely for the feeble-minded deaf could be successfully carried on in existing schools, all such children would be better cared for in a school intended for the subnormal type.

It is probable that one of the smaller existing schools could undertake this work to advantage. It could gather in from the others, those whose development will be so slow and limited that the cost of training will be too great for the results achieved under the present plan. In such a special school the facilities and equipment required for the feeble-minded will have to be provided, and teachers be employed who are familiar with the methods of instruction suitable for the mentally defective.

Under such an arrangement it would be possible to do for this class of the deaf all that the State now does for the feeble-minded boy or girl, and at a much less per capita cost than required to carry them through the years they spend in the ordinary schools for the deaf. The limit of education which the feeble-minded, whether deaf or having hearing, can receive is usually reached by the age of sixteen or seventeen, after which period the training should be along the lines of employment. For this reason the special school can do the work much better than schools which have an extensive curriculum and are intended for mentally bright children.

STATISTICS.

The statistics of the attendance of the several institutions are as follows:

| | Male. | Female. | Total. |
|--|-------|---------|--------|
| New York Institution for the Instruction of the Deaf and Dumb, One Hundred and Sixty-third street, New York. | 264 | 185 | 449 |
| Le Couteulx St. Mary's Institution for the Improved Instruction of Deaf-Mutes, Buffalo | 91 | 68 | 159 |
| Institution for the Improved Instruction of Deaf-Mutes, Lexington avenue, New York | 115 | 108 | 223 |
| St. Joseph's Institute for the Improved Instruction of Deaf-Mutes: | | | |
| Fordham branch ..... | .... | 117 | 117 |
| Brooklyn branch ..... | .... | 73 | 73 |
| Westchester branch | 204 | .... | 204 |
| Central New York Institution for Deaf-Mutes, Rome | 63 | 50 | 113 |
| Western New York Institution for Deaf-Mutes, Rochester | 82 | 91 | 173 |
| Northern New York Institution for Deaf-Mutes, Malone | 42 | 35 | 77 |
| Albany Home School for the Oral Instruction of the Deaf, Albany..... | 18 | 17 | 35 |
| Total | 879 | 744 | 1,623 |

FANWOOD.

The New York Institution for the Instruction of the Deaf and Dumb on Washington Heights is the largest school in the State, and also is the one with the greatest financial resources. It was the first school established in America for the deaf, and has had 86 eventful years for its development.

Its receipts for the year were \$122,734.35, while its expenditures were \$143,580.41, leaving a deficit of \$10,846.06 to be met at the end of the year. This amount was taken from the real estate fund of the institution, a fund derived from legacies and donations,

and thus the institution closed the year without actual indebtedness.

Its total enrollment was 304 boys, 199 girls, total enrollment, 503. An interesting fact in regard to these pupils is that in 208 cases deafness was congenital. Between the ages of one and five, 186 became deaf from various causes; the remainder became deaf between the ages of six and eighteen. According to the statements made by parents or friends at the time of making application for the admission of the children to school, after congenital deafness, the greatest cause of deafness was cerebro-spinal meningitis, which numbered 40 victims; scarlet fever, 35; brain fever, 30; measles, 23; blows and falls, 25. Other diseases account for the deafness of the others-enrolled.

ST. MARY'S.

The LeCouteulx St. Mary's Institution received from all sources, including cash on hand at the beginning of the year, a total of \$42,147.64. It expended \$41,923.16. This institution has an indebtedness upon its real estate of \$25,000, and also carries other indebtedness amounting to \$33,500, but has property valued at \$212,000, all of which has been accumulated in 32 years. During the year it paid on its indebtedness \$6,400. It thus appears that it is rapidly relieving itself of the burden of debt which the sisters courageously assumed in order to carry on their great work, and that the time is not far distant when they will rejoice over the complete success of their plans in behalf of the deaf.

LEXINGTON AVENUE SCHOOL.

The Institution for the Improved Instruction of Deaf-Mutes, Lexington Avenue, New York City, shows satisfactory progress toward freedom from its debt. It received from public funds during the year \$63,161.62. It had a balance of \$2,659.36 at the beginning, and it received from private sources \$5,601.16, making its total resources for the year \$71,422.14. Its expenses for current purposes, that is, the ordinary expenses for the maintenance of the school, were \$55,183.85, and, among other expenditures, it paid out, on account of money loaned to it, \$5,000. It had a balance of \$8,997.31 on August 31st, one

month prior to the close of the fiscal year; thus making a satisfactory showing for the year, and indicating that the amount of money received from the public for the current expenses of the school had been actually expended for the direct benefit of the pupils. When this institution shall have extinguished its debt the amount now appropriated by the State, \$300 per capita, will enable it to go on without again incurring debt.

ST. JOSEPH'S INSTITUTE.

The St. Joseph's Institute in its three branches received from all sources during the year \$151,439.17, and expended \$147,618.84, leaving a balance on hand at the close of the year of \$3,890.33. Of the total expenditures, \$26,000 represented a bond and mortgage, and of its receipts the State itself contributed \$59,578.56, the remainder being from the several counties and other sources.

The total enrollment of this institution shows 225 boys and 210 girls, 435 in all. Of this number 220 were pupils supported by the State, 159 supported by the counties, 35 partly county and partly State, and 21 private pupils. The division of the pupils between the three branches was, 204 boys at Westchester, 73 girls at Brooklyn, and 117 girls at Fordham.

ROME SCHOOL.

It should be noted that in the expenditures for the Central New York Institution for Deaf-Mutes at Rome, the institution was compelled to borrow \$4,400. Its total receipts, including this borrowed money, were \$38,228.11. It carried at the close of the year ending September 30, 1904, an indebtedness of \$30,246.11. From this, however, \$2,714.78, cash on hand, should be deducted to have the exact financial condition of the school. It is thus seen that at the close of the fiscal year the institution was in debt \$28,018. It is unfortunate that such a debt should have been accumulated, as the interest upon it necessarily takes away from the resources intended for the direct education of the children. Some plan, therefore, should be devised by the trustees to relieve the institution of its burden, and when once the school is free from debt they should see to it that it remains free.

ROCHESTER SCHOOL.

The Western New York Institution at Rochester has received from all sources \$55,861.48 and expended \$64,861.48. Like the other schools it was compelled to rely upon donations from friends. It is now trying to build up a fund which in time will enable it to have new buildings, and as its work commends it to public favor, there is no doubt that when the time arrives for it to rebuild, it will have ample funds for its extension. It is a most excellent school, and is always a leader in improved methods. Its record of successful Regents examinations during the year was very satisfactory, and the examination papers show remarkable proficiency in the correct use of language.

MALONE SCHOOL.

The financial exhibit of the Northern New York Institution for Deaf-Mutes shows that the school received from all sources \$24,227.42 during the fiscal year ending September 30, 1904, of which amount \$456.79 was borrowed from the bank. During the same period its expenditures were \$24,227.42, but it had bills receivable amounting to \$1,115.76, thus indicating \$758.97 resources over and above all liabilities.

The Legislature of 1904 appropriated \$30,500 to this institution to install a central heating plant and to erect and equip a steam laundry. That work is now well under way, and the contracts call for its completion by February 1, 1905. These improvements have been greatly needed for a long time, and the appropriation will enable the institution to complete its equipment and do better work than ever before.

The number of pupils in attendance increased slightly during the year, and seven were graduated. All the teachers in this school are normal graduates, and the result of their employment has been of great benefit. Their special training as teachers fitted them to take charge of classes, but as the normal schools do not undertake the training of teachers for work in special schools such as those for the deaf, the blind, and the feeble-minded, some time is required necessarily to become acquainted with the special problems which must be grappled with in the education of defectives.

If the State normal schools would give some attention to the preparation of teachers for work along special lines, it would result in great benefit to the State. All schools for the deaf are making an effort to secure teachers who are in every way well equipped for the work. College and normal graduates are preferred in all of the schools, and their successful work shows the wisdom of their selection when possible.

ALBANY SCHOOL.

The progress of the Albany Home School for the Oral Instruction of the Deaf has been satisfactory during the past year. Many repairs and improvements were made to the building, and the facilities in the classrooms and dormitories have added to the comfort of the pupils and teachers. This school is not large in the number enrolled; in fact, it is the smallest of any in the State. It is one of the two which adhere most strictly to the oral method of instruction, and it may be said that the results of the instruction given to the children are satisfactory.

An experiment has been made in the way of teaching a few of the feeble-minded deaf, and the method of training which has been employed for this purpose seems to have quickened the duller pupils so that at the end of the period of experiment the principal of the school is satisfied the time and effort have not been thrown away.

From this review of the schools it is apparent your committee's statement that the State may take pride in them is well founded. If the progress of the past is a prophecy of the future, we may well believe that the record of these institutions will continue to satisfy all who are interested in the instruction of the deaf.

Respectfully submitted,

JOHN NOTMAN,
NEWTON ALDRICH,
MICHAEL J. SCANLAN,

Committee.

October 12, 1904.

REPORT

OF THE

**Committee on the Thomas Asylum for Orphan and
Destitute Indian Children**

REPORT.

To the State Board of Charities:

Your Committee on the Thomas Asylum for Orphan and Destitute Indian Children have to report few changes in the institution during the past year. The unfortunate delay in making appropriations for machinery has resulted in a year of waiting to put into use the new power-house and laundry. The buildings have stood unused, and the asylum has been crippled because its power and heating plant is insufficient for its needs. The shortsighted policy which prevents an institution doing the work for which it was established, when that work is necessary, can not commend itself to those who have the true interests of the State at heart. There can be no real economy or saving to the State in a policy of postponement when postponement means increased expense later on, or a lost opportunity to educate children into capable and self-supporting citizenship. The education of children should not be delayed, for the lost years are beyond recovery. To deprive a child of a year in school, is to take from it permanently a large and essential part of its training. The State recognizes this fact, and in its general education law provides for compulsory education when children or parents refuse to take advantage of the opportunities afforded by the common schools.

When, however, the State itself, through its officials, so cripples the schools that they can not do efficient work, the responsibility for the wrong rests upon those who, having power to make ample provision for all needs, refuse or fail to do so. This has been the case with the Thomas Asylum. It has done all that it could do with the limited appropriations under its control. Its managers are not responsible for the empty new power-house, the unused new laundry, nor for the lack of sufficient dormitories to shelter the orphan destitute Indian children who have asked in vain for admission to the school and its training.

The State Board of Charities is not responsible for the delay or neglect as it has earnestly and repeatedly recommended the completion and equipment of all the buildings necessary to meet the needs of the institution. The responsibility for the present

condition must lie with those who control appropriations, and it is hoped that the Legislature of 1905 will make ample provision to complete the school.

The Thomas Indian School has a present capacity for 160 children, but one of its dormitories for boys is a frame building which menaces the safety of the new brick structures. It is old, unsanitary, and out of place where it stands. If removed to another location, it may be repaired and put to some use but should not be longer used as a dormitory.

STATISTICS.

The cost of maintenance was \$26,436.48. The average attendance for the fiscal year was 155, and the average per capita cost, including the value of home products, \$196.56.

For the next fiscal year the appropriation for maintenance is \$27,000. For various equipments and necessary work in their installation, \$16,100 was appropriated, and \$5,112.21 formerly appropriated, but lapsed owing to delays, was made again available for special purposes.

NEEDS.

- (1) One more dormitory for boys.
- (2) The rearrangement and completion of the heating system, the electric wiring, pipe covering, and similar work made necessary by the growth of the asylum. The Legislature of 1903 appropriated \$5,300 for this work, but all bids received were in excess of \$6,000.
- (3) A second boiler of 150 H. P. capacity. The removal of an old 80 H. P. boiler to the new power-house will not give a sufficient equipment, and will only postpone the installation of the larger boiler, and add to the ultimate cost.
- (4) Sufficient laundry machinery.
- (5) The enlargement of the school houses.

Respectfully submitted,

WM. H. GRATWICK,
AUGUSTUS FLOYD,

Committee.

October 18, 1904.

R E P O R T

OF THE

**Committee on the New York State Hospital for the Care
of Crippled and Deformed Children**

REPORT.

To the State Board of Charities:

Your committee on the New York State Hospital for the Care of Crippled and Deformed Children reports as follows:

Little change has taken place in this institution during the past year. Its capacity has not been increased since the institution was opened. At the beginning of the fiscal year it had under its care twenty-five patients, and at the close the same number, although not all the same patients were undergoing treatment. At one time an additional child was taken in, but to make room for him involved an uncomfortable crowding of all the others, and the normal capacity has not been exceeded since the discharge of a child reduced the number again to twenty-five.

This hospital is intended for the temporary care of curable cases only. It has not the conveniences, nor is it arranged for custodial purposes. The children received are carefully selected, with curative treatment in view, and as a consequence in all cases the sojourn in the institution has resulted in benefit.

COST.

The per capita cost of maintenance was \$8.63 per week, an increase of 26 cents over the fiscal year preceding. Were the full expenses for all purposes included, the cost would be a little higher. Many things were donated, and the salary of the teacher was paid by a friend of the institution, and therefore the weekly per capita cost only represents the amount paid from the maintenance appropriation. Considering the special work being done, and the small number of patients in the hospital, it is expected that the per capita cost will be higher than in most of the other State institutions.

CLASSIFICATION.

Fifty-two patients altogether were under treatment during the year. Their diseases or deformities are classified as follows:

| | |
|--|----|
| Hip-joint disease | 20 |
| Pott's disease of the spine (humpback) | 8 |

| | |
|--|-----------|
| Knee-joint disease (white swelling)..... | 5 |
| Knock knee | 2 |
| Club foot | 3 |
| Deformities of infantile paralysis..... | 7 |
| Lateral curvature of the spine..... | 1 |
| Rachitic curvature of the spine..... | 1 |
| Congenital dislocation of the hip..... | 4 |
| Torticollis (wry neck)..... | 1 |
| Total..... | <u>52</u> |

Of the fifty-two children under treatment, thirty-three were sufferers from tuberculous disease of the joints. Of the twenty-seven patients discharged after treatment, over fifty per cent were discharged as cured, and the others as greatly improved. During the year eighteen surgical operations were performed upon nine of the patients. Some of the patients discharged as cured were in the hospital for a short time only; other patients have been in the hospital since its establishment, but the average time of treatment of the twenty-seven discharged was over fifteen months. This shows that a prolonged residence in the hospital is necessary to the best results.

A NEW HOSPITAL.

The necessity for a larger building has been set forth heretofore, and your committee believes that without enlargement it will be impossible for the hospital to do the work contemplated by its establishment. The selection of a location was committed to a special commission in 1903, and, after the examination of a number of proposed locations, one in the neighborhood of Haverstraw has been chosen. This place has ample ground for all necessary new buildings, and is convenient to the city. Probably before another year has passed, the hospital will have been moved to this place, and the sooner the removal is accomplished, the better. The present building is in no way suitable for hospital uses, and is now in such state as to require the expenditure of considerable money to put it in good condition, but every dollar available for the hospital should be expended where it will have

permanent value. For this reason your committee urges the removal of the Hospital for the Care of Crippled and Deformed Children to the new site at the earliest possible date.

Respectfully submitted,

ANNIE G. DE PEYSTER,
STEPHEN SMITH, M. D.,
AUGUSTUS FLOYD,

Committee.

October 12, 1904.

FOURTH ANNUAL REPORT

OF THE

**New York State Hospital for the Care of Crippled and
Deformed Children, to the State Board of Charities**

LOCATION OF THE HOSPITAL.

The hospital building is located at Tarrytown, N. Y., about one mile south of New York Central and Hudson River Railroad station, at Paulding avenue, on the banks of the Hudson river.

NEW YORK, *November 14, 1904.*

HON. ENOCH VINE STODDARD, M. D.:

My Dear Sir.—With this I beg to transmit to you the report of the surgeon-in-chief of the New York State Hospital for the Care of Crippled and Deformed Children for the year ending September 30, 1904.

This report, I would add, has been submitted to the Board of Managers and approved and adopted by them.

Very faithfully yours,

HENRY C. POTTER,

President.

BOARD OF MANAGERS.

Appointed by the Governor of the State.

THE RT. REV. HENRY C. POTTER, D. D.
J. HAMPDEN ROBB.
J. ADRIANCE BUSH.
GEORGE BLAGDEN, JR.
NEWTON M. SHAFFER, M. D.

Officers of the Board.

PRESIDENT.

THE RT. REV. HENRY C. POTTER, D. D.

SECRETARY AND TREASURER.

GEORGE BLAGDEN, JR.

CHAIRMAN OF THE EXECUTIVE COMMITTEE.

NEWTON M. SHAFFER, M. D.

MEDICAL STAFF.

Consulting Physicians and Surgeons.

Of the College of Physicians and Surgeons, New York City.

ROBERT F. WEIR, M. D.

FRANCIS DELAFIELD, M. D.

Of the Cornell University Medical College, New York City.

LEWIS A. STIMSON, M. D.

W. GILMAN THOMPSON, M. D.

Of the University-Bellevue Medical College, New York City.

JOSEPH D. BYRANT, M. D.

A. ALEXANDER SMITH, M. D.

Of the Albany Medical College.

A. VANDERVEER, M. D.

SAMUEL B. WARD, M. D.

Of the Buffalo Medical College, Buffalo, N. Y.

ROSWELL PARK, M. D.

CHARLES G. STOCKTON, M. D.

Of the Long Island Medical College, Brooklyn, N. Y.

JOHN D. RUSHMORE, M. D.

JOHN A. McCORKLE, M. D.

Of the Syracuse University, Syracuse, N. Y.

JOHN A. VAN DUYN, M. D.

HENRY L. ELSNER, M. D.

REGINALD H. SAYRE, M. D., of New York City.

L. A. WEIGEL, M. D., of Rochester, N. Y.

RICHARD B. COUTANT, M. D., of Tarrytown, N. Y.

HENRY A. GATES, M. D., of Delhi, N. Y.

GRANT C. MEDILL, M. D., of Ogdensburg, N. Y.

FRANK W. SEARS, M. D., of Binghamton, N. Y.

Attending Medical Staff.

Surgeon-in-Chief.....NEWTON M. SHAFFER, M. D.
First Assistant Surgeon.....P. HENRY FITZHUGH, M. D.
Assistant SurgeonHENRY SCOTT, M. D.
Assistant Surgeon.....FANEUIL S. WEISSE, M. D.
Assistant SurgeonJOHN JOSEPH NUTT, M. D.

EXECUTIVE OFFICERS.

Superintendent.....THE SURGEON-IN-CHIEF.

Resident Officers.

Resident Physician and Assistant Superintendent.....
LEE A. WHITNEY, M. D.
Matron.....MISS GERTRUDE A. HOXIE.
Stenographer.....MISS JESSIE WELLER.
Trained Nurses.....MISS MARGARET HOWELL.
MISS NELLIE H. MULCAHY.

Non-Resident.

Storekeeper.....GEORGE M. WHITE.

REPORT OF THE SURGEON-IN-CHIEF AND SUPERINTENDENT.*

To the Board of Managers of the New York State Hospital for the Care of Crippled and Deformed Children:

Gentlemen.—I have the honor to submit for your consideration a report of the work performed in your hospital for the year ending September 30, 1904. .

On the 1st of October, 1903, all of the 25 beds in the wards of the hospital were occupied by patients. During the year ending September 30, 1904, 17 new patients were admitted, making a total of 42 patients treated during the year. These patients are classified as follows:

| | |
|--|--------|
| Hipjoint disease | 16 |
| White swelling (kneejoint disease) | 3 |
| Major deformities of infantile paralysis | 5 |
| Pott's disease of the spine (humpback) | 4 |
| Congenital dislocation of the hip | 5 |
| Bowlegs | 2 |
| Clubfoot (congenital) | 1 |
| Clubfoot (acquired) due to infantile paralysis | 6 |
| Total | 42 |

All of these deformities are, I think, sufficiently indicated by the well-known appellation which pretty accurately describes the condition, except those of that apparently increasing and intractable condition known as infantile paralysis. An acute affection, occurring usually in infancy, and formerly known as "teething paralysis," its sudden onset, invading the motor tract of the spinal cord, leaves behind it a more or less extensive paralysis of the voluntary muscles from which there is likely to be a partial recovery only. But, any muscle, or any group of muscles, may remain permanently paralyzed, with the result that always follows a localized loss of muscular power, viz., a con-

* Read before a stated meeting of the Board of Managers held November 14, 1904.

traction of the opposing unparalyzed group. The consecutive deformities are sometimes the most severe of those which occur in what is known as orthopædic surgery. Of the eleven cases of infantile paralysis treated at your hospital this year, six were afflicted with paralysis of the muscles on the anterior part of the leg followed by a gradually increasing contraction of the healthy muscles at the calf of the leg, producing an acquired club foot. The permanent character of the paralysis makes an actual cure impossible, especially in the late stage which presents when the patients are brought to our notice at the hospital. By dividing or stretching the contracted muscles the deformity is removed. Intelligently applied apparatus retains the deformed foot in a normal position, and prevents a recurrence of the contraction. The patient is thus enabled to get about with but slight hindrance and no deformity.

The problems are simple from a surgical and mechanical standpoint in ordinary club foot brought about in this way. When, however, the thigh muscles are affected or, more especially the muscles of the spine are involved, we have a much more difficult problem. Five of these patients had infantile paralysis producing a severe grade of contraction at the hip, at the knees, or in the spine, with very extreme deformities. Three of these were unable to walk or to stand alone when they entered the hospital. The contracted muscles were divided or stretched, the deformity removed, and apparatus applied. These patients, who would have been condemned to a life of almost absolute inactivity, at best being wheeled about in a chair, are now able to get about with comparative ease and comfort.

Seventeen patients were discharged (40.47 per cent of the number treated) during the year, leaving twenty-five in the hospital under treatment at the end of the year. Of those discharged, four with congenital dislocation of the hip, and one with the club foot of infantile paralysis were discharged *cured*. Four with hip joint disease and three with the severe forms of infantile paralysis were discharged as *much improved*. It would not be a very great exaggeration to say that the most of these discharged as "much improved" were practically "cured," the improvement was so marked and the benefit conferred was so great. One with hip joint disease, and two with infantile

paralysis were discharged as *improved*. This means a very considerable improvement. One, with knee joint disease, and commencing Pott's disease (humpback) was removed by his mother in an *unimproved* condition. His knee joint trouble (white swelling) was much better, and if the patient had remained, there is no doubt that the ultimate benefit received would have been great. As a rule, however, it is not deemed expedient to receive patients with multiple tuberculous joint disease, the multiple foci of disease indicating a systemic infection rather than a localized expression of the disease, and the time required to secure a good result when the disease is not localized is so long that it seems best, in the present great demand upon our resources, not to encumber the wards with patients of this class.

Of the twenty-five patients now in the hospital, one has congenital hip dislocation, eleven have hip joint disease, four have Pott's disease, two have white swelling (knee joint disease), four have some deformity of infantile paralysis, two have bow legs, one has club foot, and, dividing them as to sex there are nine girls and sixteen boys.

Five surgical operations were performed during the year upon three patients. In each case the results of the operations were most satisfactory.

No elaborate record has been kept of the number of applicants. The demand is as great as ever, but the fact, now apparently so well known, that we have only twenty-five beds, with a long waiting list, has prevented quite a number of patients, as I know personally, from applying.

Of the forty-two treated during the year, fourteen came from New York county, six from Westchester county, three from Orange county, four from Queens county, one from Chautauqua county, one from Monroe county, one from Suffolk county, one from Chemung county, two from Putnam county, two from Cayuga county, one from Greene county, one from Ontario county, two from Rensselaer county, one from Dutchess county, one from Erie county, and one from Fulton county. It will be seen from this statement that twenty-eight of the forty-two treated during the year came from counties outside of New York and Queens. It is our desire, oft repeated, and which we again state, so far as possible, to reach the poor of the country districts, and

especially those districts where no adequate provision exists for the prolonged treatment of the severer forms of chronic deformity.

Appended to this report will be found tables which show in detail, the number of patients received, the diseases and conditions treated, the operations performed and the condition of each patient when discharged. To these tables I call your especial attention. They tell, better than I can in words, of the labor performed and the results obtained.

In my last annual report I referred, incidentally, to the pressing need of a new and much larger hospital. The Legislature of 1903 appropriated the sum of \$50,000 to secure a site and to build and equip a new hospital. After much work on the part of the State officers, and your Board of Managers and after visiting many proposed sites, it was finally decided to locate the new hospital building in West Haverstraw, Rockland county. We found at this place the three great *desiderata* which our future work very imperatively demands, viz, (1) an ample supply of water, (2) an efficient means of sewerage at tide water, and (3) convenient railway facilities for the transportation of building materials and supplies directly to the hospital. The fifty acres which were bought are admirably located on a high ridge, overlooking the Hudson river, with a railway passing on the rear of the property, practically at the same level as the site of the future hospital buildings. At very small expense a switch can be connected with the railway, which will deliver all needed material and supplies at the doors of the hospital.

Upon the site is a large building of the Colonial type, which at present is being remodeled to meet at least part of the increased demands upon the hospital. This building can be made to accommodate about thirty-five patients, which will be ten more than we are receiving at present. It can be used temporarily until future appropriations enable us to erect a large modern hospital, for which we now have an admirable site. When the larger hospital is erected this present house will make an excellent administration building.

The alterations to the building are progressing rapidly and on or before the first day of April, 1905 (when the lease on the Tarrytown property expires), the much-needed change from our present inadequate quarters will be made.

When it is considered that it is only a little over four years ago (April, 1900), that the bill incorporating the hospital passed the Legislature, and that four years will not elapse until December 7, 1904, since the first patient was received for treatment, it will be appreciated by all concerned that your hospital was not only greatly needed, but that the State did a most wise thing in establishing it.

In addition to the states, Minnesota and Ohio, referred to in my last report as either having, or being about to establish, a hospital similar to yours, the philanthropic citizens of Chicago are taking steps to follow our example in Illinois.

During the past year the efficiency of the hospital has been enhanced by the appointment of a resident physician, who also serves as an assistant superintendent. The daily visits of the attending staff, so onerous under former conditions, have been modified in consequence. Stated visits are now made by the surgeon-in-chief once or twice a week and by one of the assistants twice a week, the surgeon-in-chief, as well as the assistants, being in readiness to go every day if for any reason the condition of any of the patients should require it.

There have been no serious acute illnesses among the patients during the year. Indeed the general health of the inmates has been excellent. This has been largely due to the carefulness and watchfulness of the resident staff of officers, including the matron, who has been identified with the hospital since it was first opened. The inconveniences to which all the resident officers have been subjected in our cramped and crowded quarters, and which have been so cheerfully borne, speaks well for their interest in both the patients and the hospital itself.

A number of charitable persons kindly remembered the hospital in donations of both material and money during the year. But for some donations in money received in previous years we should have been obliged to discontinue our school, for which the State, as yet, has made no appropriation. And the donations of material have added much to the comfort of those committed to your care.

Respectfully submitted,

NEWTON M. SHAFFER, M. D.,
Surgeon-in-Chief and Superintendent.

New York, November 13, 1904.

REPORT

OF THE

COMMITTEE ON SANITORIA FOR CONSUMPTIVES

359

REPORT OF THE COMMITTEE ON SANATORIA FOR CONSUMPTIVES.

To the State Board of Charities:

Your Committee on Sanatoria for Consumptives reports that the New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis was opened July 1, 1904.

There has been unnecessary delay in the erection of the buildings for this hospital, and at the close of the fiscal year, after two years have elapsed since work on them began, they are not yet nearly completed. Changes in plans and lack of an appropriation thought necessary for the erection of a satisfactory building, by the Board of Managers and the State Architect, may account for delays prior to October 1, 1902, when actual building operations began under the contract, but can not excuse the delay since that time. The hospital had to be opened with its buildings only partially completed. At the present rate of progress, more than another year will elapse before the work will be finished. Many defects are apparent in the construction work, and others in the plans and equipment. For example, the general entrance to the building and access to the administrative offices, which are located on the second floor, is through the main dining-hall upon the first floor, and the cold storage room is located between the big bake-oven and the kitchen range, the heat from which will result in keeping the refrigerator warm in spite of ice.

These defects will be remedied in time, but at double the cost of good work and a careful plan in the beginning. They involve a waste of public money which should have been avoided.

Because of the adverse conditions under which the hospital was opened, its special work has been imperfectly performed, and the patients have suffered much discomfort.

This institution will, when completed, have capacity for 120 inmates. Since its opening, July 1, 1904, 40 patients have been admitted, and 1 discharged, leaving a population of 39; 23 males and 16 females, October 1, 1904.

The average number of inmates for three months was 21.

The receipts were: From special appropriations, \$111,540.54;

from general appropriations, \$9,400; from all other sources, \$760.68; total, \$121,701.22.

The ordinary expenditures were, \$8,298.42. The extraordinary expenditures, \$111 540.54, for buildings and improvements, and the aggregate expenditures, \$119,838.96, leaving, October 1, 1904, a cash balance of \$1,862.26.

The progress of the institution has not been as rapid as was anticipated when the hospital was established in 1900. The construction did not begin until October, 1902, and but little progress was made before the cold weather set in, and then work was suspended. Upon its resumption in the spring of 1903 it was expected that the administration building and connected pavilions would be completed by the close of the fiscal year, September 30, 1903, but delays have continued, and at the time of the presentation of this annual report to the Legislature of 1905, the construction work begun in 1902 is not finished. A number of alterations have been made from time to time in the original plans. The total appropriation for the buildings and its site (\$230.350) should have provided a satisfactory hospital for the purposes intended.

The necessity for the speedy completion of the institution is apparent. There are large numbers of indigent men and women throughout the State who are eagerly awaiting the day when they can be admitted to this hospital for treatment of incipient pulmonary tuberculosis. The long delay in its completion diminishes the opportunity for controlling the disease in such cases.

Your committee recommends for this institution the following appropriations or so much thereof as may be necessary:

For tents or shacks for 50 patients, including grading, water, sewer connections, and electric lights, \$6,000; for an elevator in the administration building, \$3,000; for a barn, \$3,500; for auxiliary dynamo, including installation of the same, \$2,250; for grading and improvement of grounds, \$2,500; for completion of sewerage plant and filter beds, \$1,500; for painting walls and ceilings of corridor (Whalen contract), \$2,500; for furnishing and equipment of pavilions and tents and shacks, \$3,000; to complete proper protection of water supply, \$3,500; for extension of verandas as originally planned for administration building,

\$2,000; to provide double windows for administration building, solarium, and part of pavilions, \$1,500, making the special new appropriations recommended, \$31,250; for maintenance, \$40,000; for deficiency in maintenance for the fiscal year ending September 30, 1905, \$10,000; making the total appropriations recommended, \$81,250.

Respectfully submitted.

STEPHEN SMITH, M. D.,
WM. R. STEWART,
S. W. ROSENDALE,
Committee.

October 12, 1904.

REPORT
OF THE
COMMITTEE ON STATE AND ALIEN POOR
INCLUDING THE
REPORT OF THE ACTING SUPERINTENDENT OF STATE
AND ALIEN POOR, FOR THE YEAR
ENDING SEPTEMBER 30, 1904.

REPORT.

To the State Board of Charities:

The provisions of our State laws intended to secure the deportation of alien paupers have been enforced during the year as far as possible, and 47 such aliens returned to their homes in foreign countries. The immigration laws of the United States and the rules and regulations of the Bureau of Immigration give such limited powers of removal that aliens who have resided in this country for more than three years, although they may be permanent inmates of public charitable institutions, or criminals confined in our jails or prisons, cannot be deported by the United States Bureau of Immigration. This limitation of authority for removal is manifestly wrong, and works against the interests of the country.

To meet the present needs, the United States laws ought to provide that compulsory deportation should cover a more reasonable period, one at least equal to the term of residence in this country now required before an alien can become a citizen of the United States, and it would be better still if the Bureau were given full authority to deport all undesirable aliens, especially the insane, criminals, and paupers, at any time during the period of ten years after their arrival in this country.

Under present conditions the United States authorities seem to have no legal control after one year, even in the case of aliens who would not be permitted to land if their true condition were known. Many such manage to conceal the facts of their condition or history until after they are landed, and then in two or three years become permanent dependants.

For example, many pregnant single women manage to conceal from the authorities at Ellis Island the fact that they are pregnant. Under the rulings of the Bureau of Immigration they cannot be deported after their children are born, even though that event occurs within a few days or weeks of landing, although they may have gone directly from the steamship to and are found permanently lodged in an almshouse, for it is held that a child born even under such condition is an American citizen. An

American family temporarily in Europe may have a child born there, and such child does not become subject to a foreign power. The child is an American citizen by birthright because its parents are American citizens. The status of the child does not depend upon the place of its birth. The pauper alien mother is not an American citizen. She is in this country contrary to law, and her condition would exclude her were it known at the time of arrival. At the time when her child is born she has not renounced her allegiance to her native country, and is therefore the subject of a foreign power. She is only temporarily resident here to conceal her shame, yet because she has successfully evaded the law the ruling of the Immigration Bureau permits her to become a burden on the charity of this State and a permanent demoralizing force. Her illegitimate child is considered an American citizen by birthright under an erroneous interpretation of a constitutional provision intended for the protection of honest and desirable immigrants and their children, and this interpretation should be corrected by proper changes in the law.

ALIEN CHILDREN AND IDIOTS.

Many alien children are placed in orphan asylums and other charitable institutions within a short time after landing in this country. It may be true, as stated in the public press, that some of these children are brought to the United States for this purpose. It is said that in some instances orphans are added to the families of intending immigrants, and their transportation paid for with the understanding that they will be transferred to the care of charity after arrival here, and that the same course is followed in the case of idiots, feeble-minded persons, the epileptic, and the insane. Tickets are provided, and care arranged for them until they can be placed in some institution in this country. If this be true it will account for many dependents in our public charitable institutions, who can give no history of themselves, and who must have had custodial care before they left their native land.

BONDS.

In some instances, however, defective and diseased children are permitted to come to this country after their parents have estab-

lished a residence here, when such children would have been excluded had they arrived with their parents. The latter are permitted to give bonds that the children will not become public charges within a given time, but the bond is a matter of form, for it is given to the United States, and the immigration laws do not confer authority to remove objectionable immigrants in any case after the expiration of three years from the date of landing. Cases of this kind have been admitted during the past year by the Commissioner General, who, on appeal from the decision of the Commissioner at Ellis Island excluding idiots, granted permission to land when such a bond was filed. The State of New York suffers in these cases, as the families to which the idiots belong reside in the city of New York, and the progeny will be a burden to its treasury.

In all such cases the interests of the public are paramount. No consideration of family relations or affection should be permitted to work permanent injury to or impose unnecessary burdens upon it. The people should be protected from the influence of such persons, and from their multiplication. Permission to land such aliens upon giving a bond is in effect an evasion of the law, and should not be granted under any circumstances. The law is weak enough in its ordinary enforcement without making it more so by exemptions of this character.

AGED IMMIGRANTS.

There can be no question that a large percentage of the immigrants now arriving in the United States should be classified as undesirable. Too many of them are over the productive age. At the very best they have only a few years during which they will be independent. When immigrants dependent upon their own labor are over fifty years of age at the time of landing, there is little hope they will accumulate enough property to provide for their old age in the few years remaining to them during which they can labor.

We have in our almshouses many of this class. They have been in the country ten, fifteen, or twenty years, and during such period found it impossible to lay up anything. Hence, at fifty-five, sixty, and sixty-five years of age they are permanent inmates of an alms-

house, dependent upon public charity for the remainder of their lives.

Under any circumstances laborers over fifty years of age have little chance to succeed in this country. The labor market is congested. The young, vigorous, able-bodied, are the ones whose labor is desirable, and these are the only ones who find much demand for their services.

UNNECESSARY DELAY.

The experience of the Department of State and Alien Poor has shown there is unnecessary delay on the part of the United States Bureau of Immigration in the removal of alien cases brought to its attention.

This is due not to any failure on the part of local officials or the commissioners in charge at the various ports, but to a defect in the system itself. Under the regulations of the United States Bureau of Immigration, action on all removal cases follows a reference of the papers to the Bureau in Washington where the papers are examined and, if approved, the order for deportation is issued. Between the time when the papers in the case establishing the facts are completed and mailed to the Bureau and the order for deportation is issued and sent from Washington, a week usually elapses.

If the United States commissioners of immigration in charge at Ellis Island, Montreal, Boston, Philadelphia, Baltimore and other places, were authorized to order removal upon the satisfactory completion of the papers required by the rules, and did not have to refer the same to Washington for the approval of the Bureau of Immigration, the unnecessary delay indicated would be avoided and many aliens who now escape deportation during the period of inquiry would be returned to their proper homes in other lands. The delay is embarrassing, especially in almshouse cases, for the opportunities for escape from almshouses are many.

There is apparently no good reason why the Commissioner of Immigration in New York City cannot pass upon the merits of a case and decide the matter of deportation as satisfactorily as any official in Washington. All the primary facts essential to a correct decision are usually before the local commissioner

and his verification of them is a necessary part in the perfection of the case. It would appear, therefore, that he might well be intrusted with the decision to deport, if, in his judgment, the facts warrant such action. As it is, the decision is made in Washington and is then transmitted by the department to the local commissioner that he may take the necessary steps to enforce it.

If the rules of the Bureau of Immigration could be amended so as to vest larger powers in those at the head of the important immigration stations at our ports of entry more satisfactory work could be done, and so far as the State is concerned, much expense be avoided.

ESCAPES.

It is a matter of regret that during the past year many aliens were permitted to escape from almshouses or other public institutions while the question of their deportation was under consideration. This especially applies to the Erie county almshouse, where the number permitted to abscond has been so large it seemed there must have been gross carelessness or collusion with attendants to favor escapes. In many instances, after deportation was ordered by the United States Bureau of Immigration, aliens were permitted to escape. This nullified not only the efforts of this department to relieve the State of the maintenance of undesirable persons, but also seriously embarrassed the department and the Bureau of Immigration. The matter was brought to the attention of the authorities in charge of the Erie county almshouse repeatedly but without effect, and it is now alluded to that some plan may be devised to secure a better enforcement of discipline and surer control of aliens and nonresidents committed to this and other similar institutions.

In this connection it is suggested that the Bureau of Immigration should take immediate charge of all aliens ordered deported, and convey them, without delay, to the nearest place arranged for the temporary detention of such persons and keep them safely in its own custody until the time of departure from this country. If this were done many of the escapes mentioned would be prevented, and some of the most undesirable immigrants be safely removed to their own country.

EXAMINATIONS ABROAD.

The present authority of the Bureau of Immigration should be exercised rigorously for the exclusion of all intending immigrants who are beyond the productive period of labor. To make its inspections satisfactory, the examination of immigrants should begin on the other side of the water. Every person intending to settle in the United States should be required to procure from the American consul nearest his home, a certificate of fitness and ability to support himself. Such certificate should be given only after a careful investigation as to the antecedents of the applicant, and after an examination by a competent physician who would certify that such applicant is free from disease.

To render such a system of primary examination successful, a sufficient number of competent inspectors should be assigned to the European service for such special investigations as might be required. Ordinarily the American consuls would be able to determine whether certificates should be granted to the intending immigrant, but in cases of doubt the services of the inspector would be available. As all of our consuls are American citizens, they understand the essential requirements for capable citizenship, and would have time enough to examine carefully into the merits of each application.

MEDICAL EXAMINATIONS.

In addition to this primary check upon undesirable immigrants, the medical examination at the time of embarkation should be in the hands of our own marine hospital service. Competent surgeons should be detailed for the service, abroad and on shipboard, and these could make their examinations rigid enough to detect cases of disease among persons who had been able to secure consular certificates. They could then make report on arrival in this country, and secure the exclusion of persons who, in their judgment, should not be permitted to land. This service, coupled with the examination at the time of landing, would impose an additional check upon undesirable immigration, and result in excluding a great many who now successfully pass the hurried medical scrutiny which they receive.

MEANS OF IDENTIFICATION.

To guard against the misuse of certificates, and similar frauds which might be attempted, there should be means of identification of all persons to whom certificates permitting immigration into the United States would be granted. Such means of identification might be simple, but one reinforced by photograph attached to the certificate would no doubt prevent its transfer to any other person.

The present head tax upon immigrants is more than sufficient to pay all the expenses attendant upon the immigration service. To increase the tax would not exclude many of the pauper class, but would impose an unnecessary hardship upon many young and desirable persons. It will be better to have the examinations and inspections made so thorough that they will exclude the criminals, the insane, the paupers, the epileptics, and the degenerates, than to attempt to shut out a very few of the poorest by increasing the head money tax.

URGENT NEED OF AMENDMENT.

The laws of the State of New York which provide for the deportation of aliens found in public institutions are difficult of enforcement. This is due to the fact that the State has no control over the transatlantic steamship lines. Its laws do not run beyond its borders. The State cannot compel ocean-going vessels to accept as passengers the undesirable pauper and criminal aliens who may be found in our almshouses or other institutions.

Hence the inadequacy of the present immigration laws imposes a heavy burden on the State of New York. Over 800,000 aliens per year now come to the United States, of which number nearly three-fourths are landed in the State of New York. Many of these immigrants are criminals and paupers. Thus, nearly seventy-five per cent. of all the criminals and paupers who arrive in this country from Europe seek refuge within the borders of this State, for a time at least, and very many of them become permanently chargeable to the public in one form or another.

The amendment of the Immigration Law is therefore urgently necessary, but this is a matter entirely within the power of Congress. The State can only request prompt action on the part of

Congress. It may be well to suggest, however, that the exclusion of immigrants should not necessarily be based upon poverty, for an able-bodied young man willing to work, even though he be poor when he lands, is ordinarily able to support himself in this country and to accumulate property. The time limit during which deportation may be enforced by the United States authorities should be extended by Congress so that immigrants who belong to the classes now barred by statute can be deported whenever found here, regardless of length of residence in this country. Paupers whose dependence is due to causes existing prior to landing in the United States should be returned at the expense of the steamship lines at any time within five years of their arrival, and thereafter at the expense of the government. Besides these, if those whose dependence is due to causes arising subsequent to their arrival in the country could be deported at any time within ten years, at the discretion of the Department of Commerce and Labor, much would be done in the United States toward checking the present large yearly increase of the alien criminal and dependent classes who drift into our institutions and require permanent support from public and private charity.

STATE POOR.

The commitment of State Poor during the past year has fallen off to some extent as compared with previous years. The time of maintenance has also been shortened. These two things are due to the rigid inquiries made into the history of all applicants for relief as State Poor persons. Many such have been rejected upon primary examination, and others after an interview by the agents or inspectors of the department.

The maintenance of State Poor is in accordance with the provisions of chapter 225 of the Laws of 1896. Originally all poor were maintained at the expense of the towns or counties wherein they were found. The fact that a person was unable to care for himself made it incumbent upon the relieving officer to provide for him. The only distinction, so far as responsibility for maintenance was concerned, was between counties and towns. That distinction continues, but the State wisely undertook to provide for a class of poor persons who had not evidenced an intention

to remain in a town or county by establishing therein a domicile for an extended period.

Under the law, if a person had not resided in any one town or county in the State for a period of more than sixty days within one year of the time of making application for relief, the State undertook to provide for his care. This distinction has continued to the present time, and is found to work satisfactorily. It is true that sometimes counties desire to have the period extended for more than sixty days, but this could not be done without entailing a very heavy expense upon the State, and no proposition for such extension has ever received favorable consideration.

The test of more than sixty days' residence in a county has not been qualified in the law by any condition. It rests upon the presence of the person within the county limits for more or less than sixty days. It does not matter what the person has been doing during the period, or what his condition has been, if he has not within the time made application for relief to a public officer authorized to dispense the same. The liability of the State, county, or town is settled by the actual presence of the person within a county for the prescribed period of time.

The Department of State and Alien Poor has no authority to extend the period prescribed by statute. It matters not whether the extension be one day, one week, or one month, the department cannot go beyond the sixty days' period which the law prescribes. There can be no flexibility in the application of a provision of law in which a definite number of days forms the basis for a decision. This is a wise provision, for if the matter were one of discretion, the temperament of officials interpreting the law might lead to confusion and, in all probability, to injustice.

The law now depends upon no individual's judgment. It specifically sets forth the qualifications of a State poor person, and for this reason all persons who come under its provisions must receive the same consideration, irrespective of the temperaments of administrative officers. All counties are treated alike, for to all cases the one standard is applied.

NONRESIDENT POOR.

The removal from institutions of the class of nonresident poor

has received special attention during the year. Most of these cases are children placed in charitable institutions by their parents who now reside in other states. Many children of non-residents are cared for in our asylums and hospitals, some of them for a long term of years, as no trace of the parents can be obtained. Whenever such parents are discovered, the removal of the children follows.

Adult nonresidents who are inmates of almshouses or other public charitable institutions are also subject to removal under the provisions of the Poor Law. These are usually poor persons who have lived in towns or counties too long to be classed as State poor. When such are discovered by the inspectors, and their proper residence is found, the Department of State and Alien Poor sends them to their homes. This frequently requires the services of an attendant, but it is the policy of the department to send away all nonresidents and aliens in a humane and kindly manner. The expense may be a little more, but the results are more satisfactory, and fewer return to our care.

INDIAN POOR.

The relief of indigent Indians is by the Department of State and Alien Poor, through the superintendents of the poor of counties in which Indian reservations are located. The adoption of new rules for Indian relief has had a tendency to decrease the number applying for help. The indigent Indian is generally unwilling to go to an almshouse, but the rules of the department to carry out the provisions of the law require that all poor Indians who can be removed to an almshouse shall be sent there. The distribution of outdoor relief is now strictly confined to sick persons who can not well be removed. As a consequence, both in the number of applications for assistance and in the amount granted, there has been a falling off during the year.

CHILDREN.

The full work of the department in the matter of children placed out in family homes by public officers is embodied in the report of a special committee. It grows in importance from year to year, and when every child placed out by an officer, person,

or society of this State shall be visited regularly by an inspector of the Board, no matter where such child is placed, abuse will be prevented, and the safeguarding of the minor wards of the State be assured.

Attention is called to the annual report of the Acting Superintendent of State and Alien Poor, which is hereto appended.

Respectfully submitted,

DENNIS MCCARTHY,
WM. R. STEWART,
AUGUSTUS FLOYD,
WM. H. GRATWICK,

Committee on State and Alien Poor.

October 18, 1904.

REPORT OF THE SUPERINTENDENT OF STATE AND ALIEN POOR.

To the Committee on State and Alien Poor:

In making the annual report for the Department of State and Alien Poor for the fiscal year ending September 30, 1904, it should be stated that during the greater part of the time the Superintendent suffered from serious illness, and that in consequence this report was made by the Acting Superintendent.

The work of the department covers the care, maintenance, and removal of all State, alien, and Indian poor in accordance with the provisions of chapter 225 of the Laws of 1896. In addition to this special work, the department has charge of the inspection of State institutions, county, city, and town almshouses. It investigates such special matters as may require attention, and prepares reports embodying the results of such investigations. It has also the oversight of children placed out in homes, a most important function, which to be fully discharged will require an increase of the force of inspectors.

STATE POOR.

The definition of a State poor person is one who has not resided for sixty days in any one county in the State of New York during one year immediately prior to making application for public

relief. Such persons are committed by county superintendents of the poor to the State almshouses, and are therein maintained until properly disposed of by being returned to their proper residential localities. The State almshouses have been regularly visited by the Superintendent, either in person or by the inspectors of the department, at least once in each three months, and all State poor persons maintained therein were personally examined and the facts concerning their residence elicited to afford a basis for determining their final disposition.

THE ALMSHOUSES OF THE STATE.

These have been regularly inspected and show a decided and constant tendency toward improvement. The comfort and welfare of the inmates of these institutions are now provided for as never before in the history of the State. Repairs and improvements have been made in the buildings with especial reference to securing the safety and health of the inmates, and new buildings have taken the place of older and unsatisfactory ones.

STATE CHARITABLE INSTITUTIONS.

The fifteen institutions of this character, as well as the schools for the blind and those for deaf-mutes, have been inspected from time to time, and their general condition reported to the Board and also to the Boards of Managers. Great improvements and large additions for dormitory purposes have been made to the several State institutions. The additions, however, do not keep pace with the applications for admission, and it will be necessary to provide new dormitory accommodations in all of the State institutions at a more rapid rate than has been done heretofore.

STATISTICS—STATE POOR.

During the fiscal year ending September 30, 1904, the total number of State poor provided for pursuant to the provisions of chapter 225, Laws of 1896, was 1,071, as against 1,548 during the previous fiscal year, a decrease of 477. The changes during the year were as follows: Discharged as able to go out and care for themselves, 411; absconded, 66; removed to their homes or places of legal settlement in other states and countries, 496;

died, 19; thus leaving 79 in State almshouses October 1, 1904, of whom 68 were males and 11 females. Three children were at the same time in the custody of orphan asylums, making a total of 82 under State care October 1, 1904.

The expenditures for the fiscal year have been \$20,782.05, as against \$25,619.60 the preceding year. These expenditures were distributed as follows: For care and maintenance in State almshouses, \$11,236.55; for care and maintenance in orphan asylums and homes, \$353.31; for removal to State almshouses, \$253.54; for removal from State almshouses to homes in other states and countries, \$5,259.39; for miscellaneous expenses, traveling expenses and printing, \$3,679.26. The per capita expenditure was \$19.40, as against \$16.55 in 1903.

Thirty-one years have elapsed since the State Poor Law became operative, during which time 46,707 persons have been committed to State almshouses, a yearly average of 1507. Of these 36,467 were males and 10,237 females. This large number has been disposed of as follows: Discharged as able to provide for themselves, 13,504; provided for by adoption or in families as self-supporting, 87; absconded, 2,254; transferred to State hospitals, 249; sent out of the State to their friends or places of legal settlement in other states or countries, 29,590; died, 941; thus leaving under care September 30, 1904, 79 in almshouses and 3 in homes, as follows: At the Albany State Almshouse, 3; at the Broome County State Almshouse, 18; at the Erie County State Almshouse, 8; at the Jefferson County State Almshouse, 4; at the Kings County State Almshouse, 5; at the Monroe County State Almshouse, 19; at the New York City State Almshouse, 8; at the Oneida County State Almshouse, 2; at the Onondaga County State Almshouse, 2; at the St. Lawrence County State Almshouse, 10; in the Albany Orphan Asylum, 3.

STATISTICS—ALIEN POOR.

During the fiscal year ending September 30, 1904, 47 alien poor were removed to their homes in other countries. These were found in almshouses, hospitals, and other charitable institutions in this State, and their condition at the time of landing in this country, as brought out by the inquiries, was as follows: Vagrant

and destitute, 16; diseased, 10; children, 16; sick and disabled after landing, 5.

By their own statements they were found to have been landed as follows: At the port of New York, 28; at other United States ports, 4; at Canadian ports, 8; not known, 7.

After careful examination these persons were returned to their homes as follows: To England, 12; to Austria-Hungary, 12; to Canada, 5; to Scotland, 4; to Italy, 4; to Wales, 2; to Ireland, Germany, Russia, Finland, Russian Poland, Australia, Mexico, and Porto Rico, each 1.

The total expenditure for these removals was \$781.96, the average per capita expenditure \$16.64. Since this act went into effect in 1880, up to September 30, 1904, there have been 3,816 removals made at a total expenditure of \$85,074.19, an average per capita cost of \$22.29.

Besides alien and State poor removed during the fiscal year ending September 30, 1904, there were 9 nonresident poor persons sent to their homes in other states, under the provisions of section 120 of chapter 225 of the Laws of 1896, namely: To Indiana, 5; to Ohio, 1; to Colorado, 1; to Illinois, 1; to Georgia, 1. The expenditure for these removals was \$80.15.

STATISTICS—INDIAN POOR.

The total number of Indian Poor provided for in almshouses or asylums during the fiscal year was 32, of whom 9 were in custody at the beginning of the year, and 23 were admitted during the twelve months. Of these 14 have been discharged as able to provide for themselves, and 5 died, leaving remaining September 30, 1904, 13, of whom 3 were in the Erie County Almshouse, 1 in the Niagara County Almshouse, 2 in the Onondaga County Almshouse, 1 in the Wayne County Almshouse, and 6 in the Western New York Home.

The expenditures during the year have been \$2,822.29, as follows: For maintenance in the Erie County Almshouse, \$160.25; for maintenance in the Niagara County Almshouse, \$68.50; for maintenance in the Cattaraugus County Almshouse, \$38.50; for maintenance in the Wayne County Almshouse, \$91.50; for maintenance in the Onondaga County Almshouse, \$93.25; for maintenance in the Suffolk County Almshouse, \$31.25; for maintenance

in the Western New York Home, Randolph, \$551.50; for outdoor relief, \$1,787.54.

The total expenditures for the department are summarized as follows: On account of State poor, inclusive of salaries, \$33,719.79; on account of alien poor, \$781.96; on account of non-resident poor, \$80.15; on account of Indian poor, \$2,822.29.

TABLES.

A series of tables are appended as a part of this report. These present the work of the Department of State and Alien Poor in detail, and attention is called to them as they show the admissions and disposition of State poor during the thirty-one years the law providing for State almshouses has been in force.

Respectfully submitted,

ROBERT W. HILL,

Acting Superintendent State and Alien Poor.

October 1, 1904.

TABLE No. 1.

Showing the name and location of the several State Almshouses, the time at which the contract was entered into with the State, and the present rate of support per week, respectively.

| STATE ALMSHOUSES. | Location. | Date of contract. | Rate of support per week. |
|--------------------------|------------------------|----------------------|---------------------------|
| Albany City..... | Albany..... | October 1, 1873... | \$2 00 |
| St. Lawrence County..... | Canton..... | October 1, 1873... | 2 00 |
| Erie County..... | Buffalo..... | October 1, 1873... | 2 00 |
| Broome County..... | Binghamton..... | January 1, 1875... | 2 00 |
| Jefferson County..... | Watertown..... | January 1, 1875... | 2 00 |
| Onondaga County..... | Syracuse..... | January 1, 1875... | 2 00 |
| Kings County..... | Flatbush..... | June 20, 1875... | 2 50 |
| Oneida County..... | Rome..... | December 28, 1875... | 2 00 |
| Monroe County..... | Rochester..... | December 4, 1877... | 2 00 |
| New York City..... | Blackwell's Island.... | February 28, 1902... | 2 50 |

TABLE No. 2.

Showing changes which occurred in the several State Almshouses during the year ending September 30, 1904.

| STATE ALMSHOUSES. | Number of inmates October 1, 1903. | Number committed during the year. | Whole number supported. | Discharged. | Adopted. | Absconded. | Sent out of the State. | Died. | REMAINING OCTOBER 1, 1904. | | |
|-------------------------|------------------------------------|-----------------------------------|-------------------------|-------------|----------|------------|------------------------|-------|----------------------------|----------|--------|
| | | | | | | | | | Males. | Females. | Total. |
| Albany..... | 4 | 34 | 38 | 13 | ..... | 15 | 6 | 1 | 2 | 1 | 3 |
| Buffalo..... | 20 | 200 | 220 | 91 | ..... | 30 | 88 | 3 | 8 | ..... | 8 |
| Canton..... | 9 | 13 | 22 | 8 | ..... | 1 | 2 | 1 | 9 | 1 | 10 |
| Binghamton..... | 16 | 29 | 45 | 18 | ..... | 6 | 2 | 1 | 16 | 2 | 18 |
| Syracuse..... | 1 | 7 | 8 | 3 | ..... | ..... | ..... | ..... | 2 | ..... | 2 |
| Watertown..... | 5 | 2 | 7 | 6 | ..... | ..... | ..... | ..... | 4 | ..... | 4 |
| Flatbush..... | 6 | 40 | 46 | 24 | ..... | ..... | 17 | ..... | 2 | ..... | 2 |
| Rome..... | 4 | 25 | 29 | 20 | ..... | 4 | 46 | 3 | 2 | 3 | 5 |
| Rochester..... | 5 | 89 | 94 | 23 | ..... | 4 | 46 | 2 | 19 | ..... | 2 |
| Blackwell's Island..... | 30 | 532 | 562 | 205 | ..... | 6 | 335 | 8 | 4 | 4 | 8 |
| Total..... | 100 | 971 | 1,071 | 411 | ..... | 66 | 496 | 19 | 68 | 11 | 79 |

TABLE No. 3.

Showing the number and sex of the State poor committed each year since the act went into operation October 22, 1873.

| | Male. | Female. | Total. |
|---|--------|---------|--------|
| For the year ending September 30, 1874..... | 513 | 50 | 563 |
| For the year ending September 30, 1875..... | 566 | 88 | 654 |
| For the year ending September 30, 1876..... | 514 | 119 | 633 |
| For the year ending September 30, 1877..... | 707 | 165 | 872 |
| For the year ending September 30, 1878..... | 930 | 190 | 1,120 |
| For the year ending September 30, 1879..... | 1,326 | 261 | 1,587 |
| For the year ending September 30, 1880..... | 1,023 | 320 | 1,343 |
| For the year ending September 30, 1881..... | 1,046 | 327 | 1,373 |
| For the year ending September 30, 1882..... | 1,024 | 368 | 1,392 |
| For the year ending September 30, 1883..... | 1,033 | 393 | 1,426 |
| For the year ending September 30, 1884..... | 1,378 | 514 | 1,892 |
| For the year ending September 30, 1885..... | 1,409 | 439 | 1,848 |
| For the year ending September 30, 1886..... | 1,252 | 354 | 1,606 |
| For the year ending September 30, 1887..... | 1,247 | 370 | 1,617 |
| For the year ending September 30, 1888..... | 1,317 | 348 | 1,665 |
| For the year ending September 30, 1889..... | 1,369 | 388 | 1,757 |
| For the year ending September 30, 1890..... | 1,133 | 307 | 1,440 |
| For the year ending September 30, 1891..... | 1,026 | 339 | 1,365 |
| For the year ending September 30, 1892..... | 1,095 | 272 | 1,367 |
| For the year ending September 30, 1893..... | 1,057 | 349 | 1,406 |
| For the year ending September 30, 1894..... | 1,490 | 484 | 1,974 |
| For the year ending September 30, 1895..... | 1,669 | 502 | 2,171 |
| For the year ending September 30, 1896..... | 1,589 | 513 | 2,102 |
| For the year ending September 30, 1897..... | 1,448 | 539 | 1,987 |
| For the year ending September 30, 1898..... | 1,300 | 504 | 1,804 |
| For the year ending September 30, 1899..... | 1,582 | 467 | 2,049 |
| For the year ending September 30, 1900..... | 1,522 | 350 | 1,872 |
| For the year ending September 30, 1901..... | 1,371 | 314 | 1,685 |
| For the year ending September 30, 1902..... | 1,471 | 256 | 1,727 |
| For the year ending September 30, 1903..... | 1,235 | 201 | 1,436 |
| For the year ending September 30, 1904..... | 825 | 146 | 971 |
| Aggregate..... | 36,467 | 10,237 | 46,704 |

TABLE No. 4.

Showing the several almshouses to which State poor were committed and the changes occurring in the number under their care from October 22, 1873 to September 30, 1904.

| ALMSHOUSES. | Whole number admitted. | Discharged. | Provided for by adoption or otherwise. | Absconded. | Transferred to State hospitals. | Sent out of the State to friends or places of legal settlement. | Died. | Remaining October 1, 1904. |
|-------------------------|------------------------|-------------|--|------------|---------------------------------|---|-------|----------------------------|
| Albany..... | 3,621 | 1,168 | 7 | 559 | 20 | 1,775 | 89 | 3 |
| Buffalo..... | 9,154 | 2,178 | 33 | 548 | 31 | 6,212 | 144 | 8 |
| Canton..... | 437 | 172 | 4 | 73 | 9 | 92 | 77 | 10 |
| Delhi..... | 74 | 37 | ..... | 20 | 1 | 10 | 6 | 0 |
| Yonkers..... | 1,110 | 76 | ..... | 85 | 1 | 937 | 6 | 0 |
| Binghamton..... | 827 | 368 | 5 | 89 | 10 | 271 | 63 | 18 |
| Syracuse..... | 860 | 398 | 2 | 118 | 15 | 291 | 34 | 2 |
| Watertown..... | 279 | 83 | 4 | 42 | 12 | 120 | 14 | 4 |
| Flatbush..... | 24,219 | 7,016 | 5 | 295 | 55 | 16,532 | 311 | 5 |
| Rome..... | 769 | 402 | 1 | 85 | 69 | 146 | 64 | 2 |
| Watervloo..... | 513 | 345 | ..... | 88 | 5 | 54 | 21 | 0 |
| Rochester..... | 2,742 | 654 | ..... | 231 | 21 | 1,704 | 95 | 19 |
| Blackwell's Island..... | 2,069 | 607 | ..... | 21 | ..... | 1,446 | 17 | 8 |
| Total..... | 46,704 | 13,504 | 87 | 2,354 | 249 | 29,560 | 941 | 79 |

* Discontinued.

TABLE No. 5.

Showing the ages of the State poor committed to the several State Almshouses from October 22, 1873 to September 30, 1904.

| STATE ALMSHOUSES. | Under twenty years. | Twenty years and under thirty. | Thirty years and under forty. | Forty years and under fifty. | Fifty years and under sixty. | Sixty years and under seventy. | Over seventy years. | Total. |
|-------------------------|---------------------|--------------------------------|-------------------------------|------------------------------|------------------------------|--------------------------------|---------------------|--------|
| Albany..... | 590 | 865 | 759 | 565 | 367 | 289 | 186 | 3,621 |
| Buffalo..... | 2,689 | 2,165 | 1,621 | 1,023 | 780 | 559 | 317 | 9,154 |
| Canton..... | 46 | 65 | 83 | 54 | 50 | 74 | 65 | 437 |
| Dalhousie..... | 6 | 9 | 12 | 17 | 10 | 13 | 7 | 74 |
| Yerkes..... | 47 | 416 | 335 | 172 | 89 | 45 | 6 | 1,110 |
| Binghamton..... | 122 | 122 | 133 | 117 | 126 | 111 | 96 | 827 |
| Syracuse..... | 178 | 196 | 168 | 128 | 75 | 58 | 57 | 860 |
| Watertown..... | 76 | 49 | 64 | 25 | 25 | 21 | 19 | 279 |
| Watkins..... | 5,385 | 7,378 | 4,980 | 3,074 | 1,876 | 1,076 | 450 | 24,219 |
| Rome..... | 50 | 154 | 216 | 122 | 100 | 87 | 40 | 769 |
| Watkins..... | 10 | 40 | 73 | 78 | 101 | 128 | 83 | 513 |
| Watkins..... | 606 | 644 | 467 | 360 | 291 | 221 | 153 | 2,742 |
| Blackwell's Island..... | 453 | 762 | 345 | 267 | 149 | 83 | 37 | 2,099 |
| Total..... | 10,258 | 12,865 | 9,259 | 6,002 | 4,039 | 2,765 | 1,516 | 46,704 |

TABLE No. 6.

Showing the years in which State poor in care of the several State Almshouses, September 30, 1904, were committed.

| STATE ALMSHOUSES. | 1879 | 1880 | 1881 | 1882 | 1883 | 1884 | 1885 | 1886 | 1887 | 1888 | 1889 | 1890 | 1891 | 1892 | 1893 | 1894 | 1895 | 1896 | 1897 | 1898 | 1899 | 1900 | 1901 | 1902 | 1903 | 1904 | Total |
|-------------------------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|------|-------|
| Albany..... | | | | | | | | | | | | | | | | | | | | | | | | 1 | | 2 | 3 |
| Buffalo..... | | | | | | | | | | | | | | | | | | | | | | | | | | 1 | 3 |
| Canton..... | | | | | | | | | | | | | | | | | | | | | | | | | | 1 | 1 |
| Binghamton..... | | | | | | | | | | | | | | | | | | | | | | | | | | 1 | 1 |
| Syracuse..... | | | | | | | | | | | | | | | | | | | | | | | | | | 1 | 1 |
| Watertown..... | | | | | | | | | | | | | | | | | | | | | | | | | | 1 | 1 |
| Flatbush..... | | | | | | | | | | | | | | | | | | | | | | | | | | 1 | 1 |
| Rome..... | | | | | | | | | | | | | | | | | | | | | | | | | | 1 | 1 |
| Rochester..... | | | | | | | | | | | | | | | | | | | | | | | | | | 1 | 1 |
| Blackwell's Island..... | | | | | | | | | | | | | | | | | | | | | | | | | | 1 | 1 |
| Total..... | 1 | | | | | | 1 | 1 | | | | 1 | | 2 | | 1 | 2 | 3 | 1 | 2 | 1 | 4 | 3 | 2 | 8 | 46 | 79 |

TABLE No. 7.
*Showing the classified quarterly expenditures for the support, care, and removal of State poor for the
 fiscal year ending September 30, 1904.*

| | For removal to State almshouses. | For maintenance, clothing, medi- cal attendance and care in State almshouses. | For mainte- nance in orphan asylums. | For removals from the State to other States and countries. | For miscella- neous expenses and printing. | Total. |
|------------------------------------|--|---|--|--|--|-------------|
| Quarter ending December 31, 1903. | \$23 04 | \$3,541 92 | \$86 72 | \$1,879 42 | \$1,316 55 | \$6,857 85 |
| Quarter ending March 31, 1904. | 73 11 | 3,578 67 | 85 60 | 1,460 92 | 871 52 | 6,079 82 |
| Quarter ending June 30, 1904. | 60 35 | 2,103 33 | 91 89 | 1,077 77 | 721 10 | 4,054 84 |
| Quarter ending September 30, 1904. | 97 04 | 2,012 63 | 69 00 | 841 28 | 770 09 | 3,790 04 |
| Total. | \$253 54 | \$11,236 55 | \$353 31 | \$5,259 39 | \$3,679 26 | \$20,782 05 |

REPORT

OF THE

COMMITTEE ON INSPECTION

REPORT OF THE COMMITTEE ON INSPECTION.

To the State Board of Charities:

The Committee on Inspection begs leave to submit herewith its report upon the work of the Department of Inspection for the year ending September 30, 1904, and to invite the attention of the Board to the matters considered therein.

The work of this department covers a large number and variety of private charitable institutions and societies in receipt of public money, as follows:

| | |
|---|-----------------|
| Dispensaries | 123 |
| Fresh Air Charities | 9 |
| Homes for the Aged (including Homes for Blind, Deaf, etc.) | 17 |
| Homes for Children | 119 |
| Homes—Temporary | 13 |
| Hospitals (including Hospitals for Incurables) | 135 |
| Industrial Schools | 38 |
| Miscellaneous Societies | 1 |
| Placing-Out Agencies | 8 |
| Reformatories | 16 |
| Total | <hr/> 479 <hr/> |

WORK OF THE YEAR.

The following table summarizes the work of inspection during the year ending September 30, 1904:

Inspection Statistics for the Year 1903-4.

| | |
|--------------------------------------|-------------------|
| General inspections | 446 |
| Special inspections | 165 |
| Visits | 749 |
| Total | <hr/> 1,360 <hr/> |
| General inspection reports | 412 |
| Special inspection reports | 176 |
| Other reports | 33 |
| Total | <hr/> 621 <hr/> |

The above table shows a total of 446 general inspections and 165 special inspections (a total of 611), as against 271 general and 141 special inspections (a total of 412) during the preceding year. A general inspection has been made of practically every institution and society in the Department for the first time in its history, and all the licensed dispensaries in the State have been inspected as to the extent of their compliance with the rules established by the Board pursuant to the provisions of chapter 368, Laws of 1899. Sixty-two general inspections of dispensaries have also been made in addition to the above and in the Western District a second general inspection has been made of 35 institutions. In addition to their work for this Department, two of the inspectors have devoted considerable time to special work in connection with the Department of State and Alien Poor, Inspector Lechtrecker having given more than two months to a special examination of the accounts of the Superintendent of the Poor of Ulster county, and to the subsequent investigation of the accounts by the Board of Supervisors of that county.

The chief features and results of the work of the year may be summarized as follows:

1. More emphasis has been laid upon the necessity for thorough and frequent inspection of the institutions in this Department, particularly those which are less well managed, and as a result the number of inspections has increased 50 per cent during the year.
2. The scope of general inspections has been enlarged so as to coincide with the requirements of the State Charities Law and to include every department of institution management, particular attention being given to the matters of compliance with the Public Health Law and the rules of the Board, fire protection, and educational work.
3. The institutions in this Department have been reclassified for purposes of inspection and the assignment of inspectors to the institutions modified, so as to secure a woman inspector for all institutions or divisions of institutions exclusively for women or girls. Where desirable the larger institutions have been divided for purposes of inspection with a view to equalizing the work of the inspectors, into two departments in accordance with the above principle.

4. The inspection reports have been studied, assigned to classes and transmitted to the Boards of Managers with some care and with a view to securing wherever possible certain definite improvements in the institutions affected by these reports. With this in mind a new classification of the inspection reports has been made whereby those showing practically no defects are placed in a class by themselves (Class I), and it is hoped by creating this class to give a healthful stimulus to the work of improvement and possibly arouse some emulation among the officers and managers of the institutions supervised by this Department.

5. As the work of this Department is contiguous to that of the local departments of public safety, fire and health, at certain points, the Board has endeavored to cooperate with these departments in securing adequate protection against fire for the residents of institutions, and full compliance with the provisions of the public health law. Accordingly reports, or parts of reports, which show serious deficiencies in the matter of fire protection or compliance with the Public Health Law are sent to the proper local officials, who have usually taken action where it has been within their province to do so.

6. The system of records, daily reports, etc., in use in this Department has been extended so as to cover the work of each inspector, and has also been simplified as much as possible. The inspectors have been required to plan their trips so as to visit several institutions in a given locality when in that vicinity, and so secure a maximum number of inspections with a minimum expenditure of time and money.

7. As a result of the increased number of inspections and the broader scope of investigation a considerable amount of information has been secured in regard to the institutions and dispensaries in this Department which affords a basis for more intensive work another year. With this data at its command the Department will be able to do more direct and effective work in the line of securing better conditions in the institutions under its supervision and to give special attention to the weaker and more imperfect ones,—those whose reports have been assigned to Class III as showing serious defects.

CONDITIONS FOUND IN INSTITUTIONS VISITED.

The general condition of the institutions inspected by this Department is best shown in the disposition made of the inspection reports received during the past year. Of the 605 general and special inspection reports considered by the Eastern and Western District Committees respectively, 38 have been placed on file, 40 have been placed in Class 1 as showing practically no defects, 384 have been placed in Class II as showing few or minor defects, and 143 have been placed in Class III as showing serious defects. It is apparent, therefore, that nearly 25 per cent of the institutions and dispensaries examined during the year were below the standard which the Board desires. It should be remembered, however, that this standard is rightly a very high one and that a report upon an institution which may be excellently managed and equipped in most respects may yet be placed in Class III because of a failure to comply with some important provisions of the Public Health Law, the laws affecting fire protection, or the rules of the Board. It should be noted, too, that a large number of the reports upon institutions were placed in Class II because showing some small or temporary defect which alone prevented their being placed in Class I. Practically all of the reports show that improvements have been made since the last inspection, some of them extensive and thorough-going. It is evident, therefore, that gratifying progress is being made in securing the results for which the Department was created but that much remains to be accomplished, particularly in the case of those institutions whose reports have been assigned to Class III.

An important feature of the work of this Department is at present imperfectly performed, namely, that of bringing consistent and steadily increasing pressure to bear upon the managers of institutions which persistently fail to comply with the Public Health Law, the laws affecting fire protection, and the rules of the Board. The Board at present has no adequate machinery for securing continuity in this respect and its efforts to secure compliance with the above laws and rules have thus far of necessity been intermittent. This seems to be in part due to the absence of any accessible record showing the Board's previous relations to an institution so that when an inspection re-

port is under consideration in a District Committee meeting it is ordinarily assigned to a certain class without adequate information as to the previous disposition of inspection reports upon the institution. This is not the case where an institution is well known, but with the large number of institutions in a district it is not possible for the commissioner to be familiar with every report upon every institution in that district. It seems very desirable, therefore, that some simple, accessible and convenient record of the relations of the Board to each separate institution in the Department be kept in each of the district offices so that each inspection report as it comes up for consideration may be disposed of with due regard to the previous relations of the Board to the institution. Such a record is now under consideration.

PRIVATE BUSINESS ENTERPRISES DOING PUBLIC CHARITABLE WORK.

The Attorney-General of the State on September 15, 1904, rendered an opinion in regard to certain individuals and corporations engaged in charitable work, which are apparently private business enterprise but are employed by the proper poor law officers to care for public charges and are in receipt of money from public sources. The gist of the Attorney-General's opinion is that where business corporations or private individuals are employed by a public officer to care for, support or maintain one or more persons at public expense, the service must be rendered pursuant to rules established by the State Board of Charities and that this Board has all powers of inspection necessary to enable it to know whether its rules are complied with. The text of the opinion is appended (Appendix A). In accordance with this opinion the Department will continue to inspect a number of institutions, chiefly private hospitals, in regard to which the Board had some doubt as to its authority to inspect.

LICENSED DISPENSARIES.

On October 1, 1903, there were 123 licensed dispensaries in the State. Four dispensaries have ceased work since that date and no new licenses have been issued during the year. Since October 1, 1904, licenses have been issued to the Italian Benevolent Society to conduct a dispensary at 169 West Houston street, Borough of Manhattan, New York City (license granted October

12, 1904), and to the Bedford Guild, 962 Bergen street, Borough of Brooklyn, New York City (license granted December 21, 1904). Of the 123 dispensaries which were open during a whole or part of the year ending September 30, 1904, 20 were in receipt of public money directly (\$11,032.40 all told), 61 were connected with other charities in receipt of public appropriations, and 42 were supported wholly by private contributions. The total property real and personal of the 81 dispensaries in receipt of public funds and reporting annually to this Board was \$1,175,436.56 October 1, 1904; their total indebtedness on the same date, \$68,996.40; their total receipts for the year ending September 30, 1904, \$125,113.16; and their total expenditures, \$105,642.69.

HOMES FOR THE AGED.

Seventeen homes for destitute aged persons are inspected by this Department. The total capacity of these homes is only 1,073, of which more than half, or 561 beds are found in two homes in the western part of the State, viz: St. Francis Asylum of the City of Buffalo, and St. Ann's Home for the Aged, Rochester. Five other homes in these same cities furnish 224 additional beds, making 785 out of 1,073 total capacity, or nearly 75 per cent., in the two cities of Buffalo and Rochester. The remaining ten homes are distributed about the State, three of the larger ones being found in New York, but the average capacity of these ten homes is only 29.

There is an apparent inadequacy in the provision made for destitute but respectable aged persons in the central part of the State. Of the seventeen homes for the aged visited by the inspectors of this Department, but two, with a total capacity of nine and 42 beds respectively, are located in the territory lying between New York City and Ogdensburg, and east of Syracuse, and the latter of these is for aged deaf-mutes only. In this territory is included more than one-half the area and a large fraction of the population of the State, including the cities of Utica, Schenectady, Albany, Troy, Hudson, Yonkers and Kingston. In this region are a few private homes for aged persons, none of them large, those under Protestant management being as a rule very small. These Protestant homes report every bed occupied and a long waiting list of applicants for admission. While it is

undesirable to multiply institutions, an enlargement of the existing homes for the aged under Protestant management in the region under consideration would seem to be much needed.

CENSUS: DEPENDENT CHILDREN.

The number of dependent children in the homes throughout the State which are in receipt of public money is always large, as the following table giving the population of such institutions on September 30th of each year from 1896 to 1904 will show:

| Year. | Number of institutions. | Total population. | Number as compared with September 30, 1896. |
|------------|-------------------------|-------------------|---|
| 1896 | 119 | 27,769 | ..... |
| 1897 | 121 | 28,380 | 611 increase |
| 1898 | 123 | 29,967 | 2,198 increase |
| 1899 | 123 | 29,440 | 1,671 increase |
| 1900 | 122 | 28,649 | 880 increase |
| 1901 | 121 | 29,241 | 1,472 increase |
| 1902 | 121 | 27,385 | 384 decrease |
| 1903 | 119 | 27,800 | 31 increase |
| 1904 | 119 | 30,181 | 2,412 increase |

HOSPITALS.

One hundred and thirty-three general and special hospitals under private management, but in receipt of money from public sources for the care of indigent patients are subject to inspection by this department. Most of these are general hospitals, and a few are special infirmaries for the care of maternity cases, incurables, consumptives and the like. At least one inspection of each hospital has been made during the past year and the inspectors' reports show a large number of major improvements, particularly in the matter of fire protection. The more noteworthy improvements in fire protection in these hospitals have been chiefly along the line of compliance with the law (chapter 381, Laws of 1895) requiring iron stairway fire escapes on all buildings not of fire-proof construction used for hospital purposes. A number of hospitals, most of them in cities of the second or third class, have provided, upon recommendation by this Board, suitable escapes *de novo* or have replaced existing ladder escapes with iron stairways such as the law requires.

An unfortunate situation which was widely noted a year ago, viz., the necessity which compelled a number of the private hospitals in New York City to draw upon invested funds for running expenses, has continued during the present year and presents a serious problem to the managers of these hospitals and to the public. One hospital has been compelled to close because of financial difficulties and several others have been obliged to discontinue certain departments of their work. It is hoped that further curtailing of hospital work will not be necessary, but that adequate support for these hospitals may be forthcoming.

FIRE PROTECTION.

During the year the department has increased its efforts to secure adequate protection for the residents of all charitable institutions subject to its inspection and complete observance of all statutes prescribing measures to be taken by the managers of institutions with a view to affording protection against fire and its attendant dangers. In this work the Board has had the expert advice and coöperation of the officers of local fire departments, to whom have been referred all inspection reports which show a failure on the part of the institution to comply with any of the statutes or city ordinances governing the matter of fire protection, or any apparent deficiencies in fire protection not covered by statute or ordinance.

During the past year 339 institutions have been examined as to the protection afforded buildings and occupants in the event of fire and the inspectors' reports have, in 27 cases, been referred to the local fire department for consideration. These examinations have covered the following matters:

1. Height and material of buildings and whether of fireproof construction or not.
2. Number and location of interior stairways and whether fireproof or not.
3. Number, location and construction of outside stairways and fire escapes, and if same can be reached easily.
4. Fire alarm connection. Date of last inspection of institution by local fire department.
5. Number and location of standpipes; length and condition of hose and how often tested.

6. Number and location of portable fire extinguishers, hand grenades, fire pails, etc.

7. Organization and practice of fire drills.

8. Whether night patrol service is established with use of watchman's clock.

9. Protection given swinging gas jets and other heating or lighting fixtures in proximity to woodwork, etc.

10. Presence of rubbish, particularly in attics, cellars, etc., or of oils, inflammable liquids, etc., and care given same.

In 65 of the 339 institutions examined during the year the protection against fire was reported as entirely complete; in 153 as fairly adequate; in 82 as somewhat deficient, and in 39 as seriously inadequate. The following table shows the exact conditions found in these institutions under the above headings:

Buildings:

| | |
|--------------------------|-----|
| Brick or stone..... | 261 |
| Frame..... | 50 |
| Both constructions..... | 28 |
| Fireproof..... | 28 |
| Partially fireproof..... | 37 |
| Nonfireproof..... | 274 |

Interior Stairways:

| | |
|--------------------------|-----|
| Fireproof..... | 63 |
| Partially fireproof..... | 16 |
| Not fireproof..... | 260 |

Outside Escapes:

| | |
|-------------------------------|-----|
| Iron ladders or stairs..... | 240 |
| Wooden ladders or stairs..... | 30 |
| No ladders or stairs*..... | 69 |

Fire Alarm Connection:

| | |
|---------------------|-----|
| By telephone..... | 83 |
| By alarm box..... | 212 |
| By other means..... | 2 |
| No connection†..... | 42 |

* Of the 69 buildings reported as entirely without exterior fire escapes 15 were fireproof and 54 nonfireproof in construction, and of the latter number 22 were but 2 stories in height.

† In the cases of 16 of the 42 institutions reported as without alarm connection no local fire department existed.

Interior Facilities:

| | |
|--------------------------------------|-----|
| Standpipes provided..... | 121 |
| Chemical extinguishers provided..... | 218 |
| Fire pails provided..... | 173 |
| Hand grenades provided..... | 41 |
| No interior facilities provided..... | 21 |

Fire Drills:

| | |
|----------------------------------|-----|
| Organized and practiced..... | 141 |
| Not organized and practiced..... | 198 |

Night Patrol:

| | |
|----------------------------|-----|
| Patrol made..... | 141 |
| Patrol partially made..... | 85 |
| No patrol made..... | 75 |
| Not necessary | 38 |

Gas Jets and Stoves:

| | |
|--------------------------|-----|
| Protected | 271 |
| Partially protected..... | 47 |
| Not protected | 21 |

Laws, Ordinances and Orders of the Local Fire Department:

| | |
|----------------------------|-----|
| Complied with..... | 273 |
| Complied with in part..... | 9 |
| Not complied with..... | 57 |

Fire protection in institutions subject to inspection by this department is fairly well covered by two statutes and a number of local fire regulations, particularly in cities of the first and second classes except in the case of homes for children located outside of the larger cities. The State laws are as follows:

Chapter 381, Laws of 1895, entitled "An act to protect human life," which provides for iron stairway fire escapes on all non-fireproof buildings used for hospital purposes.

Chapter 201, Laws of 1901, entitled "An act providing for fire drills in the schools of this State," which requires the principal of every school of more than 100 pupils to organize and practice a drill in rapid dismissal.

These statutes, together with the local fire ordinances which affect charitable institutions in the twelve principal cities of the State and the requirements of the Board as to fire protection, have been collected by the department and will be printed in the Board's manual during the coming year.

In the case of homes for children, a large proportion are located outside of the fire limits of large cities and consequently do not come under the provisions of adequate city ordinances and are not affected by existing State laws, except that requiring fire drill. For these homes further legislation of a reasonable character similar to the law requiring fire escapes on buildings of State institutions (chapter 535, Laws of 1895) would seem to be appropriate at this time. In the fortunately few cases where fire has occurred in homes for children during the past year, these homes were located in large cities where local ordinances prescribed means for adequate protection, and in these and other instances loss of life was averted because of these provisions and the admirable discipline made possible by the regular practice of fire drills. Reasonable legislation providing for outside iron fire escapes on dormitory buildings more than one story in height and for the practice of fire drills in all homes for children in this State should be enacted.

In conclusion the committee would respectfully invite the attention of the Board to the desirability of providing a schedule of salaries for employees of this department, whereby each employee may be paid a minimum amount the first year of his connection with the department and obtain a small increase in salary each year thereafter for a period of years so long as his services are satisfactory, reaching at the end of that period (for example, in five years) a maximum salary commensurate with the responsibilities of his position. Such an arrangement, it is believed, would secure better and more continuous service and at the same time be more equitable than the present plan.

Respectfully submitted,

STEPHEN SMITH,
MICHAEL J. SCANLAN,
WILLIAM H. GRATWICK,

Committee on Inspection.

APPENDIX A.

OPINION OF ATTORNEY-GENERAL CUNNEEN IN REGARD TO THE VISITATION AND INSPECTION OF CERTAIN INSTITUTIONS IN RECEIPT OF PUBLIC MONEY, BUT WHICH ARE APPARENTLY PRIVATE BUSINESS ENTERPRISES.

“Section 11 of Article VIII of the Constitution reads in part as follows:

“‘The Legislature shall provide for a State Board of Charities, which shall visit and inspect all institutions, whether State, county, municipal, incorporated or not incorporated, which are of a charitable, eleemosynary, correctional or reformatory character.’

“Section 14 of Article VIII of the Constitution reads in part as follows:

“‘Payments by cities, counties, towns and villages to charitable, eleemosynary, correctional and reformatory institutions, wholly or partly under private control, for care, support and maintenance, may be authorized but shall not be required by the Legislature. No such payments shall be made for any inmate of such institutions who is not received and retained therein pursuant to rules established by the State Board of Charities. Such rules shall be subject to the control of the Legislature by general laws.’

“The authority conferred upon the Legislature by the section of the Constitution last above quoted was exercised by the enactment of chapter 754 of the Laws of 1895, which, in substance, authorized the appropriation and payment by administrative board or officers of counties, towns and municipalities in their discretion, from moneys raised by taxation, to charitable, eleemosynary, correctional or reformatory institutions, wholly or partly under private control, for the care, support and maintenance of inmates, such payments to be made, however, ‘only for such inmates as are received and retained therein pursuant to rules established by the State Board of Charities.’

“General Supervision.

“Section 9 of the State Charities Law (chapter 546, Laws of 1896), reads in part as follows:

“‘The State Board of Charities shall visit, inspect and maintain a general supervision of all institutions, societies or associations which are of a charitable, eleemosynary, correctional or reformatory character, whether State or municipal, incorporated or not incorporated, which are made subject to its supervision by the Constitution or by law.’

“Neither the Constitution nor the statute attempts to define a charitable or eleemosynary institution. The question of what constitutes a charitable institution, however, has been before the Court of Appeals in the case of the People on the relations of the State Board of Charities against the New York Society for the Prevention of Cruelty to Children, and has received exhaustive treatment in two opinions on that case, reported in 161 N. Y., p. 233, and 162 N. Y., p. 429.

“In that case it was held that a charitable institution, as that term is used in the Constitution, must be one that in some form or to some extent receives public money for the support and maintenance of indigent persons.

“The intent of the framers of the Constitution with reference to this provision was stated to be easily ascertainable from the closing address of the chairman of the Constitutional Convention, Mr. Choate, in which he used the following language:

“‘Wherever any public money is devoted to a private charity for the public service it shall continue under public control, and the vigilant eye and the strong arm of the people shall be able to follow every dollar of the public money into every institution to which it is so devoted.’

“It was held in the case of the People ex rel. N. Y. Institution for the Blind vs. Fitch, 154 N. Y., p. 14, that in order to bring an institution within the provisions of the Constitution and statutes it is not necessary that the institution shall be wholly charitable. It need only be an institution which is wholly or partly charitable in its character and purpose.

"Power to Inspect.

"Of the four institutions mentioned in your letter, two of them appear to be conducted by private individuals and the other two by private corporations organized under the provisions of the Business Corporations Law. All four of the institutions are in a measure private business enterprises conducted for the personal gain of the owners.

"I am of the opinion that, whenever a public agent employs a private individual or corporation 'to care for, support or maintain' one or more persons at public expense, the service must be rendered 'pursuant to rules established by the State Board of Charities' not inconsistent with the legislative regulation, and that the State Board has all the powers of visitation and inspection necessary to enable it to know whether its rules are complied with. When such private individual or corporation agrees to render the public service, the law imposes an obligation upon it or him to submit to this scrutiny by the State Board of Charities. The State Board has the right to know that the provision made for the care of those who are a public charge is suitable and proper, and that the obligations assumed are fulfilled. This is the limit of its powers and duties concerning these persons or institutions. It has nothing to do with the general business or affairs of an individual or corporation because he or it may incidentally render a public service."

REPORT

OF THE

COMMITTEE ON ORPHAN ASYLUMS AND
CHILDREN'S HOMES.

REPORT OF COMMITTEE ON ORPHAN ASYLUMS AND HOMES FOR CHILDREN.

To the State Board of Charities:

Your Committee on Orphan Asylums would respectfully submit the following report for the year ending September 30, 1904, with the recommendation that the same be printed as an appended paper to the annual report of the Board for that year, and that copies be sent to the superintendents or managers of all such homes inspected by this Board:

The care of dependent children is a matter of constantly increasing interest and importance in this State, both by reason of its magnitude and because of the unusual opportunity here afforded for preventive and constructive charitable endeavor.

More than 30,000 children are cared for by the State in coöperation with private societies, while it is estimated that not less than 10,000 more are under the care of purely private homes, placing-out societies and similar agencies. To care for properly and to train this army of children in the formative period of their lives so that they may rid themselves of the handicaps which their former environment placed upon them and become healthy, alert, well trained and honest, and be able upon leaving the home to compete successfully in trade, business or profession with young men and women of more favored early surroundings, is no small undertaking. It is a work which carries with it manifold possibilities for good or evil and to be conducted seriously and open-mindedly. In the face of the responsibilities involved in the care of even a small fraction of these children any controversy as to particular methods seems wholly out of place.

In no division of the broad field of charity is hopefulness more justifiable than in this work of providing for the helpless child who has become a victim of poverty, disease or crime, such care and training as will make of him "a good citizen." The literature of charity is full of instances of successful men and women who received their early support and training at the hands of charitable societies—the annual report of every child-saving organization contains like information—while the officers of such charities can multiply similar instances. Useful citizens in every profession, mayors, judges and governors of States, are cited as examples of what is possible for unfortunate and sometimes

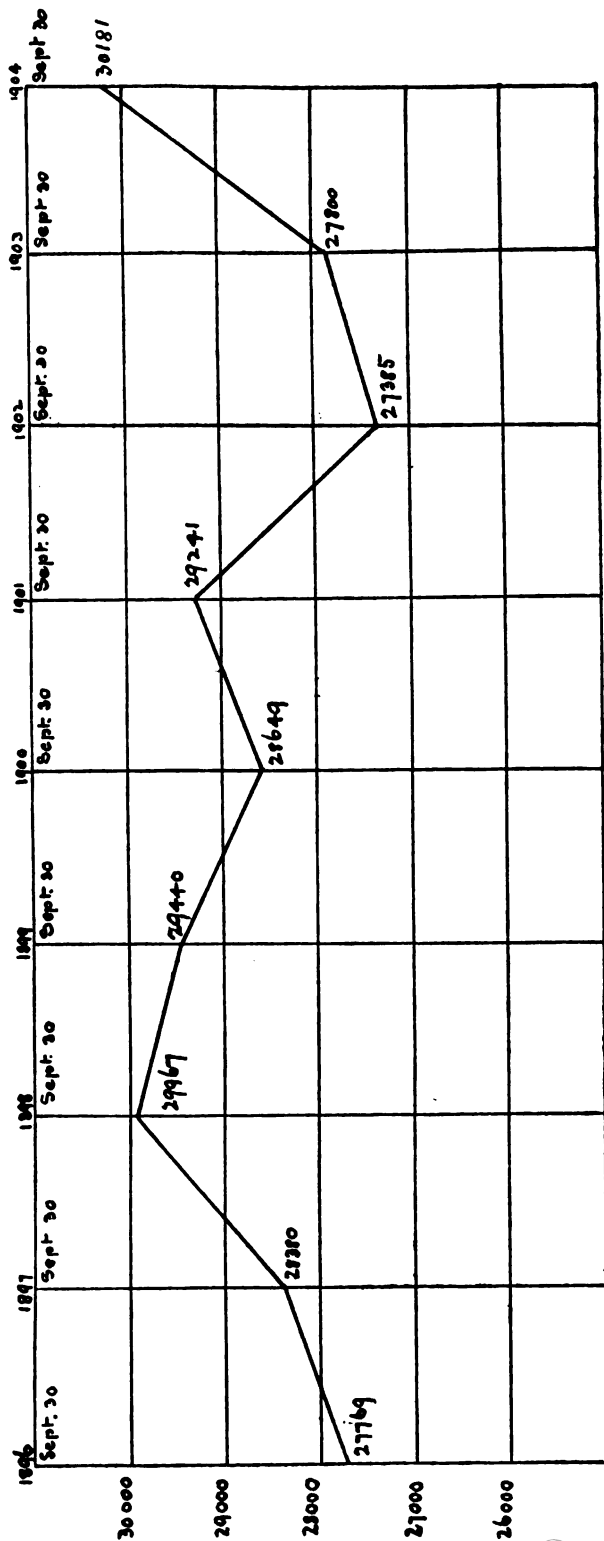
unpromising children if "given a chance." It is only natural, then, that a perennial interest and importance attaches to the work of caring for destitute children.

In addition to the above general considerations, child-saving work in this State is of special and unusual interest because of the extent to which coöperation between public and private charity is carried in this particular field. The facilities of 119 homes for children under private management are used by the proper Poor Law officers in their respective localities for the care of children under sixteen years of age who become public charges, and in return for this service the officers compensate the managers of these homes at a per capita rate varying from \$1.50 to \$2.25 per week. This is the so-called "New York System" of caring for dependent children, which is widely known and much discussed in charitable circles in this and other countries. Beginning soon after the establishment of the first orphan asylum in the State, the system has continued with important modifications down to the present time. During this period the source of appropriations to these institutions has changed from the State treasury to local revenues and the basis of payment from lump sums to a per capita rate. The system of appropriation from local treasuries received its strongest impetus from the discontinuance of State appropriations in 1874 and from the law of 1875, requiring the removal of children from almshouses. The number of children in homes receiving State aid on October 1, 1870, was 7,536. In 1875 the number had increased to 17,250, in 1880 to 18,330, in 1885 to 23,592, in 1890 to 27,233 and in 1896 to 27,769.

The following table gives the population of these homes on September 30th of each year from 1896 to 1904:

| YEAR. | Number of institutions. | Total population. | Number as compared with September 30, 1896. |
|------------|-------------------------------|----------------------|---|
| 1896 | 119 | 27,769 | ..... |
| 1897 | 121 | 28,380 | 611 increase |
| 1898 | 123 | 29,967 | 2,198 increase |
| 1899 | 123 | 29,440 | 1,671 increase |
| 1900 | 122 | 28,649 | 880 increase |
| 1901 | 121 | 29,241 | 1,472 increase |
| 1902 | 121 | 27,385 | 384 decrease |
| 1903 | 119 | 27,800 | 31 increase |
| 1904 | 119 | 30,181 | 2,412 increase |

The following diagram shows graphically the movement of population during this period:



INCREASE IN POPULATION DURING THE YEAR.

Throughout the year there has been a constant increase in the population of the 119 homes for children supervised by this department. At the close of the fiscal year, September 30, 1903, there were 27,800 children cared for in these homes. On April 1st, the middle of the year, the number had risen to 28,973, an increase of 1,173, and on October 1, 1904, the population of these homes had increased to 30,181, the highest figure on record, and a figure only approached by the high-water mark of 29,967 September 30, 1898. This population and increase is distributed as follows:

| | Sept. 30, 1903. | Oct. 1, 1904. | Increase. |
|--------------------------------|-----------------|---------------|-----------|
| Manhattan and Bronx Boroughs.. | 14,902 | 16,141 | 1,239 |
| Brooklyn Borough..... | 5,633 | 6,449 | 816 |
| Balance of State..... | 7,265 | 7,591 | 326 |
| Totals..... | 27,800 | 30,181 | 2,381 |

During the twelve months covered by the above figures there were 17,406 children admitted to and 15,025 discharged from homes in this State—1,495 more admissions and 470 fewer discharges than during the preceding year. (Admissions, 15,911 in 1902-1903; discharges, 15,495.)

The reasons for this increase are not wholly plain, but several contributing causes may be at work. Among those that suggest themselves are: (1) The exceedingly cold winter of 1903-1904, which caused much poverty, suffering and sickness, resulting in many deaths. (2) The large number of strikes and lockouts, which, with the paralysis of some lines of business which followed (notably in the building trades), reduced many self-supporting families to want. (3) The increase in immigration, following a sharp cut in steerage rates on the part of the steamship companies. (4) The inadequacy of the established agencies for placing children in families to the task of finding suitable families to care for the thousands of children in institutions who are apparently suited to family life and without relatives having claims upon them. (5) The existence of large numbers of conveniently located institutions, which, in itself, is a constant invitation to the poor to shift the burden of caring for their children

from their own shoulders to those of the institution. (6) The undue retention of children eligible for placing in families, i. e., without parents or relatives and without disqualifying mental, moral or physical defects, who have been inmates of an institution for periods of five or more years.

MEANS FOR DIMINISHING THE POPULATION OF THESE HOMES.

While this increase seems to be due in a large measure to special causes which neither the institutions nor the committing officer is able to regulate or modify, it affords an excellent opportunity for taking measures to diminish so far as is practicable and desirable the number of dependent children supported by the community in these various homes, and for using every available means to prevent the commitment or retention in institutions of children for whom other provision is both possible and desirable. The authority over these children vested in the committing Poor Law officers in their respective localities should be exercised more constantly and intelligently in the direction of securing suitable family homes for such children as have no relatives with claims upon them and are not physically or mentally disqualified for family life. The recent inquiries of this Board into the status of long term inmates show clearly that a considerable number of such children are to be found in every orphan home of any size in the State, and their prompt transfer to family homes would materially reduce the population of such asylums. In a few localities such steps are being taken at the present time.

More care should be exercised also to hold the parents and relatives of children responsible financially for their support while in such institutions, by requiring payment therefor in whole or in part according to the ability of the parent or relative, as is now done in some parts of the State. Adequate provision on the part of the State for the care of crippled, defective and Indian children would also, in many instances, enable the institutions to reduce the number of inmates and would secure more specialized care for these classes of children. It is possible, too, that the transfer of small children from infant asylums to other institutions upon their reaching the age of five years is too easily made at the present time, and that greater effort to secure other provisions for such of these younger children as are without rela-

tives and are of an age best suited to placement in families should be put forth.

Perhaps the most effective means to reduce the number of dependent children cared for in institutions would be to increase and strengthen coöperation between the institutions and existing agencies for placing out children. If the institutions which do not maintain a placing-out bureau and staff of their own would send out on the first of every month to one of the placing-out bureaus under the management of corresponding religious faith, a list of the full-orphan or abandoned children present on that date who were without disqualifying physical defects or relatives having claims to them, the bureau could then proceed to find suitable family homes for such children. The Catholic Home Bureau reports a greater number of approved applications for children than the bureau is able to supply, in spite of the fact that much care in sifting out undesirable applicants is taken. A large number of institutions do not avail themselves of the facilities which these agencies afford, while others look askance at such work because of certain cases of improper placing of children which have come to their notice, or for other reasons. The children which certain other bureaus receive and place in families are obtained for the most part from sources other than institutions, and the work of these bureaus, therefore, affects only indirectly the number of children found in institutions at the present time.

The situation, therefore, seems to be that there are very few agencies for placing children in families in operation in this State; that some of the largest of those which exist are taking out of institutions only a small number, if any, of the children whom they place in families, and that the facilities of the very few agencies which obtain most of their children from institutions are not used by as many institutions of the same religious faith as is to be expected and desired. So long as these conditions continue, while the claims of religion and philanthropy, and in some instances the desire to receive the public moneys appropriated for maintenance of children, operate to prolong the retention of the child, it is to be expected that the State will face periodically a startling increase in the number of destitute children in institutions, as it does at the present time.

THE PLACING IN FAMILIES OF CHILDREN FROM INSTITUTIONS.

The attention of the department has been called to several instances of placing of children from orphan asylums in family homes where insufficient care in the selection of the home had been exercised by the asylum authorities, with the result that certain children were given to improper persons. In some instances the methods of institution officers in placing children in homes, as observed by the inspectors of this department, do not appear to have been sufficiently thorough, particularly in the matter of investigating the character either of the prospective home or of the applicants for a child. It seems to be a common practice with certain institutions to give children to persons applying for them personally at the institution and at the time the application is made, although the applicant was previously unknown to the officer of the institution. In some cases no agreement of any kind has been required from the person taking the child. With the majority of institutions it does not seem to be the invariable rule, or even the usual custom, either to secure from independent sources, i. e., from persons whose names are *not* given by the applicant for a child, references as to the character and circumstances of the persons applying for children or to have the prospective home visited previous to placing a child there. Much less frequently is it the case that the home is thoroughly examined by a person of good judgment and experience in this work as a condition precedent to placing a child, or that the child is frequently visited after being placed in a home so selected.

Nor does it seem to be well understood at the present time that unless the utmost care is exercised in the selection of the homes this method of providing for the care of dependent children is not merely unsatisfactory but wellnigh criminal. Nowhere in the field of charity is poor work so deplorable in its results as in this matter of selecting a child's environment for that period of his life when body, mind and character are receiving the training that will make or unmake them—yet this careless method of placing children seems to be the rule, although there are a few notable exceptions.

This lack of thoroughness is not peculiar to any class of officials, but is usually found where the work of placing children is undertaken as an incidental labor by persons whose time is expected to be given chiefly if not wholly to other duties. The superintendent of an institution is not in a position to investigate prospective homes with the necessary care. His duties to the institution demand practically his entire time and attention and he has no subagent of experience to whom this work may be assigned. This specialized work should be left to such agencies as the Catholic Home Bureau, the Children's Aid Society and the Placing-out Department of the State Charities Aid Association, which have the facilities for investigating prospective homes and the experience necessary to the best selection of such homes. It is not desirable that it should be undertaken by orphan asylum societies organized for and devoting their attention chiefly to other purposes and without adequate staff or facilities for doing placing-out work. It is suggested that if the institutions of each religious faith which desire to place out children would combine forces and employ a trained agent for this work, much better results could be secured at comparatively slight expense to each institution.

One or two of the larger homes for children in this State, however, appear to be maintaining well-equipped placing-out bureaus in connection with the institution and to be carrying on extensive work along approved modern lines, and in certain counties, notably Erie and Westchester, the Superintendent of the Poor employs agents for placing children in families of corresponding religious faith.

COMPLIANCE WITH THE PUBLIC HEALTH LAW.

The reports of the Board's inspectors in regard to the observance of the Public Health Law in 113 homes for children examined in this respect during the year are more satisfactory. The following table shows the degree of compliance with the provisions of the law :

| PROVISIONS OF THE LAW. | Yes. | No. | In part. | Does not apply. |
|--|------|-----|----------|-----------------|
| 1. Physician's name and address posted..... | 103 | 10 | ..... | ..... |
| 2. Incoming children examined by the physician..... | 109 | 4 | ..... | ..... |
| 3. Physician's certificate made and filed..... | 104 | 9 | ..... | ..... |
| 4. Incoming children placed in quarantine..... | 87 | 22 | 4 | ..... |
| 5. Children discharged from quarantine by physician..... | 88 | 24 | 1 | ..... |
| 6. Physician's monthly examinations of children and premises made..... | 99 | 13 | 1 | ..... |
| 7. Physician's monthly reports made in writing..... | 94 | 18 | 1 | ..... |
| 8. Physician's monthly reports filed..... | 93 | 19 | 1 | ..... |
| 9. Two-foot passage-ways between beds in dormitories..... | 93 | 13 | 7 | ..... |
| 10. Six hundred cubic feet air space per bed in dormitories..... | 20 | 84 | 9 | ..... |
| 11. Health Board permits posted in dormitories..... | 69 | 22 | 2 | 20 |
| 12. Health Board permits in proper form..... | 68 | 3 | ..... | 42 |

The above table shows that in practically all of the homes for children (109 out of 113) the physician examines newcomers upon admission; that in 87 out of 113 cases they are then placed in strict quarantine, proper record of the same being made, and that in 88 out of 113 cases the physician discharges them therefrom at the expiration of the quarantine period. Monthly examinations of the children and premises as required by the law are made in 99 cases and written reports made and filed in 94 instances. Two-foot passageways between the beds in dormitories are usually found (in 100 out of 113 cases) as are also health board permits where the air space per bed is less than 600 cubic feet (69 out of 93 cases).

There is still a less degree of compliance than is desirable with certain provisions of the law, however, notably those requiring that incoming children be placed in strict quarantine and that monthly medical examination of the children and premises and reports thereon be made and filed. It is reasonable to expect wellnigh universal observance of these important provisions of the law, which are designed to protect the home from the introduction of contagious and other diseases and to conserve the health of the children after admission. Observance of the quarantine provision is most difficult and consequently less general in the small institutions, whose facilities and resources are meager, making it difficult to provide the necessary rooms and attendants, but these cases are comparatively few. The cases of neglect to make monthly medical examination and reports are also very few (12 out of 106 institutions examined as to compliance during the past year) and are usually found where the physician of the home is a busy man with a large practice who serves the home

gratuitously or for a nominal consideration and does not feel able to devote the necessary time to making such examinations and reports. This difficulty is largely overcome by the use of the printed blank for the physician's monthly report, which this Board supplies gratis and which reduces the labor of making such reports to a minimum. It would be desirable in many cases to appoint a younger and less busy practitioner, who could give the requisite time to his duties and make him sufficient remuneration therefor, thus insuring more individual attention to the children.

There is need of a more thorough and painstaking attention to the physical needs of the individual child, which are likely to be overlooked when he is merely one of a large group of children, and for a regular medical and physical examination of all children in these homes, particularly the larger ones. This examination should be of broader scope than the literal requirements of the Health Law and include such matters as the condition of the sight, hearing, teeth, muscles, throats and vital organs of the children; their height, size and weight, as compared with accepted standards; their strength and endurance as determined by suitable tests; the dietary of the home and its suitability to the physical requirements of each individual child; and kindred matters. An intelligent study of the physical needs of the children in institutions who are as a rule in an impoverished condition when admitted, and the adoption of sensible measures to meet those needs, would, it is safe to say, result in a marked improvement in the dietaries of these homes, in the correction of defects in sight, hearing and in the vital organs, and an increase in the strength, endurance and general healthfulness of the children.

EDUCATIONAL WORK IN HOMES FOR CHILDREN.

The reports of inspectors show that an improvement in the educational work carried on in connection with the 124 homes for children and their branches which were examined as to their school facilities during the past year is possible and desirable. Of the 27,583 children in these institutions at the time of inspection 23,260 were receiving instruction either in schools or shops, and 4,323 were not being instructed. Of the 23,260 children receiving instruction, 20,070 were attending regular classes in the institu-

tion, 2,622 were attending the public schools, 67 the parochial schools and 501 were receiving industrial or other training, but not in regularly organized classes. In but 69 of the 124 schools was any kind of industrial training given; in only 17 were manual training classes carried on. In 10 of these homes the children are employed at shop work, i. e., the manufacturing or repairing of articles of clothing, furniture and the like.

Twenty thousand and seventy children attending school in the institutions were instructed by 492 teachers—an average of 37 children to each instructor in the common school classes and 36 in the kindergarten classes. Of these 492 teachers, 249 were paid and 243 or nearly one-half were unsalaried, 17 were graduates of a high school only, 72 of normal schools and 9 of colleges or universities. Seventy-nine held first grade certificates, 26 second grade, 24 third grade, and 3 fourth grade or a license, while 260 or more than one-half of the entire number of teachers had no certificates of high school, normal or college training. Thirty teachers had less than a year's experience; 30 from one to two years; 34 from 2 to 3 years; 75 from 3 to 5 years; 144 from 5 to 10 years, and 179, 10 or more years. Ninety-two schools were graded, 11 ungraded. Standard text-books were in use in 102 of 119 schools, and in the case of 28 schools a regular examination by some competent outside authority was conducted.

The following table shows the character and extent of the educational work carried on in these homes:

| CHARACTER OF WORK. | Number of schools. | Number of teachers. | Number of pupils. |
|-----------------------------|--------------------------|---------------------------|-------------------------|
| Common school branches..... | 97 | 440 | 18,325 |
| Manual training..... | 18 | | 941 |
| *Industrial training..... | 70 | | 4,352 |
| †Shop work..... | 10 | | 1,631 |
| Kindergarten..... | 43 | 52 | 1,835 |

In 99 homes all instruction is given on the premises; in 2 homes for young children the only educational work is a kindergarten; in 12 cases the children attend the public schools.

*In the term "Industrial Training," as here used, is included instruction in gardening, cooking, sewing and all kinds of house and farm work.

†The term "Shop Work" is here used to include the manufacture or repair of furniture, clothing and other articles for the use of the institution or on contract.

and in one case the parochial school, no educational work being carried on in the home; in 3 other instances they attend the public schools and the smaller children have kindergarten work in the home; in 7 institutions industrial training is given in the home and the children attend the public schools as well. In one home kindergarten work and in another industrial classes are conducted, while the children go to the parochial school for their other classes.

The most noteworthy and striking facts which this inquiry developed were briefly:

1. That the education of the children in these homes is conducted on the premises in 99 out of 124 cases, thus restricting to this extent the experience of the children.

2. That of the 492 teachers giving instruction to 20,070 children but 249 were paid for their work, while 243 or practically one-half the entire number were unsalaried.

3. That only 98 of these 492 teachers were graduates of high schools, normal schools, colleges or universities.

4. That only 132 out of 492 teachers had a first, second, third or fourth grade certificate or a license of any kind.

5. That 260 teachers or more than one-half the entire number were without a teacher's certificate of any kind or a diploma from a high school, normal school, college or university.

In view of the facts secured by the Committee on Education, it is extremely doubtful whether the average child in these homes is receiving as good a common school training as the average child in the public schools. It is obvious that with its present staff this Board is not in a position to supervise this work adequately and intelligently, and as a result the educational interests of these 20,070 children suffer. It is respectfully recommended, therefore, that the Board request the Legislature to appropriate a sufficient sum to pay the salary and expenses of a trained and experienced inspector of educational work to visit and inspect the schools maintained in these homes.

THE SARGENT CASE.

A question of some interest in connection with the matter of educational work in homes for children was decided in February, 1904, when the Court of Appeals dismissed the complaint of

James Sargent in an action brought to restrain the city of Rochester from paying salaries to the Sisters of St. Joseph who had been employed by the Board of Education to impart secular instruction to the children in the Catholic orphan asylum of that city. The opinion of the court, which was written by Judge O'Brien and concurred in by all of the judges, took the ground that section 14, article 8, of the Constitution, specifically authorized such payment, where it states "Nothing in this Constitution contained shall prevent the Legislature from making such provision for the education and support of the blind, the deaf and dumb, and juvenile delinquents as it may seem proper, or to prevent any county, city, town or village from providing for the care, support and maintenance and *secular education* of inmates of orphan asylums, homes for dependent children or correctional institutions, whether under public or private control," etc. The court also bases its decision on the undisputed authority of the common council of the city to raise money by taxation at the rate of not to exceed \$25 per capita, for the education of children of school age in the city, and also upon its equally undisputed power to raise all moneys for the payment of teachers that were certified to be necessary by the Board of Education. There was also express statutory authority given to the board to employ these teachers and to take such other means as was necessary to impart secular education to the inmates of this orphan asylum. (Laws of 1880, chapter 14, section 131; Laws of 1894, chapter 556, title 15, article 12, section 32; chapter 660 of the Laws of 1898, section 127.)

The objections of the plaintiff to the wearing of the garb of the order by the sisters while teaching were dismissed by the court as unreasonable. The court further concludes that the statute under which the moneys were raised and paid by the Board of Education for the purpose of defraying the expenses of secular education in orphan asylums are not mandatory, and are not, therefore, in violation of the Constitution.

FIRE PROTECTION IN HOMES FOR CHILDREN.*

The conditions as regards fire protection in these institutions are shown to be improving. During the past year 133 homes and branch institutions have been examined as to the protection

* See Appendix B.

afforded buildings and occupants in the event of fire. These examinations have covered the following points:

1. Height and material of buildings and whether of fireproof construction or not.

2. Number and location of interior stairways and whether fireproof or not.

3. Number, location and construction of outside stairways and fire escapes, and if same can be reached easily.

4. Fire alarm connection. Date of last inspection of institution by local fire department.

5. Number and location of standpipes; length and condition of hose, and how often tested.

6. Number and location of portable fire extinguishers, hand grenades, fire pails, etc.

7. Organization and practice of fire drills.

8. Whether night patrol service is established with use of watchman's clock.

9. Protection given swinging gas jets and other heating or lighting fixtures in proximity to woodwork, etc.

10. Presence of rubbish, particularly in attics, cellars, etc., or of oils, inflammable liquids, etc., and care given same.

In 34 of the 133 institutions examined in this respect during the year the protection against fire was reported as entirely complete; in 62 as reasonably adequate; in 27 as slightly deficient, and in 10 as very deficient. A number of institutions reported as very deficient in this respect have since that time improved their facilities for protection against fire, in accordance with advice received from this Board or upon orders issued by the local fire or building department. The following table shows the exact conditions found in these 339 institutions under the above headings:

Buildings:

| | |
|---------------------------|-----|
| Brick or stone..... | 97 |
| Frame | 22 |
| Both constructions | 14 |
| Fireproof | 9 |
| Partially fireproof | 9 |
| Nonfireproof | 115 |

Interior stairways:

| | |
|---------------------------|-----|
| Fireproof | 26 |
| Partially fireproof | ... |
| Not fireproof | 107 |

Outside escapes:

| | |
|--------------------------------|----|
| Iron ladders or stairs | 96 |
| Wooden ladders or stairs | 19 |
| *No ladders or stairs | 18 |

Fire alarm connection:

| | |
|----------------------|----|
| By telephone | 33 |
| By alarm box | 84 |
| By other means | 2 |
| †No connection | 14 |

Interior facilities:

| | |
|---------------------------------------|----|
| Standpipes provided | 63 |
| Chemical extinguishers provided | 86 |
| Fire pails provided | 80 |
| Hand grenades provided | 29 |
| No interior facilities provided | 3 |

Fire drills:

| | |
|-----------------------------------|----|
| Organized and practiced | 84 |
| Not organized and practiced | 49 |

Night patrol:

| | |
|-----------------------------|----|
| Patrol made | 77 |
| No patrol made | 41 |
| Patrol partially made | 15 |

Gas jets and stoves:

| | |
|---------------------------|----|
| Protected | 77 |
| Partially protected | 10 |
| Not protected | 14 |
| No gas used | 32 |

Laws, ordinances and orders of the local fire department:

| | |
|-----------------------------|-----|
| Complied with | 117 |
| Complied with in part | 6 |
| Not complied with | 10 |

*Of the 18 buildings reported as entirely without exterior fire escapes 5 were fireproof and 13 nonfireproof in construction, and of the latter number 3 were but two stories in height.

†In the case of 10 of the 14 institutions reported as without alarm connection no local fire department existed.

Fire protection in other classes of institutions subject to inspection by the State Board of Charities is fairly well covered by two statutes (chapter 381, Laws of 1895 and chapter 201, Laws of 1901) and a number of local fire regulations, particularly in cities of the first and second classes, but in the case of homes for children, a large number are located outside the fire limits of large cities and consequently do not come under the provisions of adequate city ordinances and are not affected by existing State laws in schools of more than 100 pupils, except that requiring fire drill. For these homes further legislation of a reasonable character similar to the law requiring fire escapes on buildings of State institutions (chapter 535, Laws of 1895) would seem to be appropriate at this time. In the fortunately few cases where fire has occurred in homes for children during the past year, these homes were located in large cities where local ordinances prescribed means for adequate protection, and in these and other instances loss of life was averted because of these provisions and the admirable discipline made possible by the regular practice of fire drills. Reasonable legislation providing for outside iron fire escapes on dormitory buildings more than one story in height and for the practice of fire drills in all homes for children in this State should be enacted.

The committee invites particular attention to the appendices of this report, which contain suggestions (designed to be of assistance to officers and managers of homes for children), in regard to educational work, fire protection and observance of the Public Health Law. (See Appendices A, B and C.)

In conclusion the attention of the Board is respectfully invited to the following matters affecting the problem of securing proper adequate and intelligent care for the dependent children of the State:

1. The desirability of centralizing responsibility for the work of committing destitute children in the hands of the proper Poor Law officer. Responsibility for this work outside of Manhattan and Brooklyn is now distributed among a number of committing magistrates and Poor Law officers.

The recent establishment of children's courts in a number of cities of the State makes it easier, by reason of the fact that all children's cases are usually heard at a given place, to refer to

the Commissioner of Charities such children as are brought into court because of destitution only. This is now done in the children's courts of Manhattan and Brooklyn.

2. The desirability of a larger per capita payment by the localities charged with the support of destitute children to the homes receiving such children. The present rate of such payments varies from \$1.50 to \$2.25 per capita per week in different localities. A rate of from \$2.25 to \$2.75 per week, according to locality, is suggested, in order that the standard of care in these homes may be raised proportionately, particularly in the matters of diet, individual attention, industrial and educational training.

3. The desirability of greater coöperation among homes for children. It is suggested that an organization of managers and superintendents of homes for children in this State would afford a useful medium for the exchange of ideas and for concerted action in matters of common interest, such as the rates paid for the care of children, means for securing competent employees and the like.

4. The need for a distinct improvement in the educational work in these homes, and for the creation of a central supervising authority in connection with the Department of Education or the State Board of Charities.

Respectfully submitted,

JOHN NOTMAN,

D. McCARTHY,

ANNIE G. DE PEYSTER,

Committee on Orphan Asylums.

ALBANY, November 7, 1904.

APPENDIX¹A.

NOTES ON THE TRAINING OF CHILDREN IN INSTITUTIONS.

In view of the comparatively short period of institution life of the average child, and the necessity for giving him a practical and comprehensive training in that space of time, the following lines of work are suggested by Mr. R. R. Reeder* of the New York Orphan Asylum as most suitable for a home for children :

1. Intellectual.
2. Industrial.
3. Economic.
4. Moral.
5. Religious.

These inter-related branches of training should not be artificially kept apart, but harmoniously blended in practical pieces of work in the schoolroom and out. For example, if window-boards are needed to place under the sash and thus provide ventilation without creating a draft, the boys should be taught to make them. This would include measuring the windows, figuring the amount of lumber needed, finding out the best kind of lumber to use and the relative cost of the same, where it can best be procured and where the money to buy it is obtained, in addition to the practical training in carpentry derived from sawing, planing and fitting the boards. In this single piece of work the boy receives mental, industrial, economic, and, if the work be well done, moral training. The home is supplied with useful articles at a low cost, and the boy's interest in school work and in the home itself is aroused.

The child's intellectual training should include the following subjects :

1. Common school branches.
2. Elementary English. (Composition and Literature.)

* Mr. Reeder has the unusual advantage of being both a trained educator and an experienced head of the oldest home for children, in this country. His suggestions therefore are based upon sound educational ideas coupled with an intimate and practical knowledge of institution management.

3. Elementary history.
4. Nature study.
5. Music.

These subjects also are inter-related, and should be taught practically in the daily life of the home as well as in the school-room.

The system of training children in a home of this character may well include also the following:

1. The teaching and practice of responsibility.
2. Table or chapel talks on practical matters connected with household economy.
3. Arrangements whereby the children may earn and spend money.
4. Provision of a suitable place where the older children may have quiet and an opportunity to read or study. A general play or sitting room is not suitable for this purpose.
5. Arrangements whereby the children may do something for the institution, and coöperate conscientiously in its work.
6. Careful differentiation of the children in point of health, physique, education and morals, and the provision of suitable care and training to meet the needs of the individual child.
7. Freedom of the child from surveillance at certain times.

Careful observance of the principles embodied in these suggestions would result in marked improvement in the care and training given the 30,000 dependent children in homes in this State, and would remove much of the ground for criticism of institutional care for this class of children.

APPENDIX B.

SUGGESTIONS AS TO FIRE ESCAPES, FIRE DRILLS, AND OTHER MATTERS RELATING TO THE QUESTION OF PROPER PROTECTION AGAINST FIRE.

The State laws, local ordinances and the requirements of the State Board of Charities in regard to fire protection are to be found in the Board's Manual for 1904, copies of which will be sent to the superintendents of each home for children in the State. The Board is frequently in receipt of inquiries as to the best kinds of facilities for protection against fire, as to the suitability of a particular kind of escape, or as to the best plan for a fire drill. To answer in a measure such inquiries the following suggestions are made:

FIRE ESCAPES.

Iron stairway escapes, such as are prescribed for schoolhouses in this State by title 8, article 5, section 49, and title 8, article 4, section 15, of the Consolidated School Law, are recommended for all orphan asylum buildings more than two stories in height used for dormitory or school purposes. It is contemplated in these and similar statutes that such escapes shall be provided as shall both permit the entrance of firemen and rescuers and facilitate the escape of the children; and that may be used for fire drills. Such escapes should accordingly be of reasonable width with sufficiently broad treads, and placed at an angle of not more than 50 degrees. They should also be inclosed with wire netting, so as to reduce the danger of falling even in the natural excitement attending a fire. Such escapes can be built at a cost of from \$50 to \$80 a story.

FIRE DRILLS.

The kind of drill recommended for homes for children is that required by chapter 201, Laws of 1901, entitled "An act providing for fire drills in the schools of this state." Under the provisions of that act the principal of every public or private school in the

State having more than 100 pupils is required to instruct and train the pupils in his school so that they may be able to leave the building in the shortest possible time without confusion or panic. The children in homes should in like manner be practiced in rapid dismissal exercises, using both the interior stairways and the outside escapes. The caretakers and other employees should be assigned to certain stations in connection with this drill and carefully instructed as to their duties in emergencies. The caretakers of the children under five years of age should be most carefully instructed and drilled in the best method for removing their charges from the building promptly.

The following is an outline of plan for the organization of a fire drill similar to that practiced in a number of homes in this State:

ORGANIZATION.

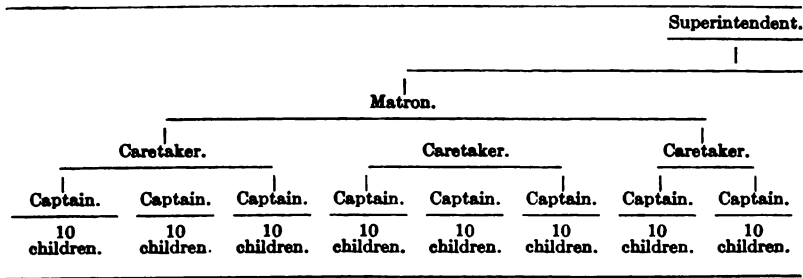
1. The superintendent, or in his absence, the matron, head teacher or engineer, in this order, to be in chief command and to have direction of the drill as a whole.

2. The head officer of each department of the home to be responsible for his department to the superintendent or his substitute, and to be in command of that department.

3. Each caretaker and teacher to be in command of and responsible for the children in his dormitory or classroom (under the head officer of his department).

4. The children in each dormitory or classroom to be organized into squads of ten, one of the older children (captain) being in charge of each squad.

A plan of organization for the girls' department of a home, or for a small home, may be shown graphically as follows. The boys' department would be similarly organized and officered:



PRACTICE.

At a given signal (fire alarm) the children in each schoolroom or dormitory form in squads under the direction of the teacher or caretaker, and march out into the corridors where they take their proper places in the formation composed of the entire population on that floor of the building. The entire company then marches in regular order and without delay or confusion down the stairs and out of the building, following a similar company made up of the children from the floor below. The company of children from the first floor should march out first, followed by the company from the second floor, and so on through the building. If the building has more than one exit the companies may be formed accordingly, so as to secure more rapid dismissal.

The outside fire escapes as well as the interior stairways should be used as means of egress during these drills, so that the children may become accustomed to them and able to leave the building by any means of exit without confusion or panic in case the interior stairways should be cut off by fire or smoke.

APPENDIX C.

ENTRANCE QUARANTINE.

Chapter 661, Laws of 1893, as amended, known as the Public Health Law, provides among other things that the officers of homes for children in this State shall, upon receiving a child into the institution, place and keep him in strict quarantine from the other inmates until discharged from such quarantine by the physician of the home.

This provision, which was designed to reduce to a minimum the likelihood of the introduction of contagious diseases into the home, is very well observed in a large majority of homes for children in this State. Some of the smaller homes find difficulty in making such provision as the law requires, and the Board is sometimes in receipt of inquiries in regard to this matter. The following suggestions are designed to meet to some extent the question raised by these inquiries:

QUARTERS.

In an institution with a population of 300 or more a separate building or part of a building is desirable. The infirmary, which is a necessary part of such an institution, is often used for quarantine purposes as well. As there is always some member of the staff in charge of the infirmary, this obviates the necessity for employing additional help for the quarantine rooms or buildings.

In a small home where there is no infirmary division, a separate room containing the necessary number of beds may be provided near the officers quarters or near the sewing-room, or in a similar place where the children will be under the oversight of some member of the staff. Such an arrangement is economical, in that it is unnecessary to employ additional help for the quarantine room.

In some institutions children are received once a week or once in ten days, and at no other time except in emergencies. This simplifies the question of providing a quarantine for incoming children.

LENGTH OF QUARANTINE.

The Public Health Law makes each physician responsible for the length of time the incoming child shall remain in quarantine. The following are the periods of incubation for certain contagious diseases:

| Disease. | Incubation. |
|----------------------|--------------|
| Scarlet fever | 1 to 14 days |
| Measles | 3 to 17 days |
| Rothlen | 4 to 21 days |
| Mumps | 4 to 24 days |
| Whooping cough | 4 to 14 days |
| Chickenpox | 2 to 18 days |
| Diphtheria | 1 to 14 days |
| Smallpox | 5 to 19 days |
| Enteric fever | 1 to 30 days |
| Typhus fever | 1 to 21 days |
| Erysipelas | 1 to 13 days |

REPORT

OF THE

COMMITTEE ON PLACING OUT CHILDREN.

REPORT.

To the State Board of Charities:

Your Committee on the Placing Out of Children submits the following report:

The placing out of dependent children in family homes is an important part of the charitable work done in the State of New York. By law the general supervision of this work devolves upon the State Board of Charities. For several years the Board has endeavored to secure from the Legislature a sufficient appropriation to assure effective supervision. During the past year the Board has extended its examination of the family homes, and an inspector has been withdrawn from other work and assigned to the visitation of the children who have recently been placed by the Public Poor Law officers. The results of these visitations are so valuable that there should be no delay by the Legislature in making such appropriation as will enable the Board to inspect the homes of all dependent children placed out within the State by any authorized persons, societies, or corporations.

SCOPE OF THE WORK.

Besides the children placed out by county superintendents of the poor, town overseers of the poor, city commissioners of charity, and other public officers of like duty, many children are placed out annually in New York State by institutions and by societies incorporated for the purpose of placing out children. The funds at the disposal of the Board have not permitted a visitation of any homes other than those reported by the Public Poor Law officers, except in such individual cases as have come to the attention of the Board through complaints. It is patent that only a small percentage of unsuitable homes is found in thus waiting for complaints. Not only are neighbors unwilling to stir up strife by reporting these cases, but many cases of abuse do not become known in the neighborhood. Where complaints have been received it has usually been found that they are well founded. The Legislature should provide for the supervision of all homes in which destitute children are placed.

RESULTS.

The placing out of dependent children in family homes results in a direct saving of money to the taxpayers. It relieves any overcrowded condition which may exist in institutions for dependent children, and, more important than all else, secures to the children an opportunity for development and growth in a normal home atmosphere, under the influence of good family life, which best develops manhood and womanhood.

The law authorizing the placing out of children says that such placing out is "for the purpose of providing a home for such child." It is felt by your committee that the emphasis in the above defined purpose rests on the word *home* with such reception in the family, and such training in domestic duties as the word implies. While some training in institutions may be necessary before a child is placed out, it is the opinion of your committee that ordinary children will be better fitted for life by early removal from institutions to homes, but care must be taken that they are not made servile dependents.

The State wishes to guard against evils which have sometimes followed the placing out of children, namely, slavery, deprivation of privileges of school, cruel treatment, immoral associations, and even prostitution. Instances of these evils have been brought to the attention of the local placing out authorities by the Board during the past year, and the removal of the children abused or endangered has been effected promptly.

LEGAL REQUIREMENTS.

The Legislature has directed (chapter 264, Laws of 1898) :

"The State Board of Charities, through any member, officer or duly authorized inspector of said board, is hereby authorized to visit, in its discretion, any child under the age of sixteen years, not legally adopted, placed out by any person or corporation mentioned in the second section of this act, or by any person licensed by said board to place out destitute children."

The legislature is further interested in the proper supervision of these children. By chapter 273, Laws of 1905, the Poor Law was amended by the addition of the following:

"Section 141-a. Reports with relation to children placed in family homes.—The superintendents of the poor of counties, the

overseers of the poor of cities and towns and all other officers by whatsoever name or title known who are authorized by law to place out dependent children in family homes by adoption, indenture or otherwise, are hereby required to report to the State Board of Charities on blanks provided by such board, the particulars with relation to each child so placed out. Such report shall state the name, age and sex of the child so placed out, together with the father's full name and residence, the mother's full name and residence, and the religious faith of the parents. The report shall also state the full names and residence of the heads of the family with whom such child is placed, their relationship to the child, if any, the religious faith of the heads of such family, and their occupation or occupations, together with such further information as the State Board of Charities may require on the blanks provided. Such reports for the preceding month shall be filed with the State Board of Charities on or before the tenth day of each month."

THOROUGHNESS OF INVESTIGATIONS.

The investigation of the Board, through its inspector, has in each case covered not only the character and reputation of the family with whom the child is placed, and its personnel, the home and its general aspect and management, but also the physical condition of the child, including food, clothing, bed, the kinds of labor required, and the opportunity for recreation. The methods of discipline and medical attention have been inquired into, especially whenever any defect of eyes, teeth, nose, throat, ear or skin, was apparent. The moral surroundings of the child, including opportunities for religious instruction and for attendance at school, as well as the motives in taking the child, must be considered in determining the fitness of a home.

INDENTURES AND AGREEMENTS.

There is no uniformity in the various parts of the State in the style of agreement used in placing out children in free homes by indenture or written agreement. This is detrimental to some of the children, and to some of the foster homes. It also prevents satisfactory supervision by placing-out officers and the Board. A simple form of indenture should be used, including in

its terms the right to visit the child and to remove him if desired. It should plainly state that such instrument is not a legal adoption paper, as many persons visited regard indentured children as legally adopted, and depend on such indenture to provide for the child's future inheritance of their property. In the counties where indentures are used, few are found complying with the existing statute requiring the approval of the county judge to the instrument, and filing in the county clerk's office. Many families change the names of children taken by them without legal authority or the knowledge of the responsible officers.

PLACING-OUT PRELIMINARIES.

In order to secure the best results, placing-out officers should insist on references approving the persons applying for a child, and in addition should secure independent testimony from persons of recognized standing in the community as to the desirability of the home. A visit should be made to the home before the child is finally surrendered, either by the officer or by his agent, who should be licensed by the State Board of Charities. Too much stress cannot be laid on the importance of having only authorized persons place out children. Others are as a rule inexperienced and generally are actuated by financial motives which render unlikely the selection of good homes. After the child is placed out, the local officer should visit him frequently.

It is found by the Board that the provision of law requiring that "children, where practicable, be placed with individuals of like religious faith as the parents of the child" is well observed in all the counties of the State.

Nearly ten per cent. of the children visited have been found in unsuitable homes, as is shown by the following table:

| | |
|--|-------|
| Children reported by county superintendents as "placed out" | 712 |
| Children visited, placed out in former years or by incorporated orphan asylums or authorities.... | 33 |
| | <hr/> |
| | 745 |

| | | |
|--|-----|-------|
| Children visited | 290 | |
| Children not visited because reported adopted, placed with relatives, over sixteen years of age, or returned to authorities | 149 | |
| Children not visited because placed out by incorporated orphan asylums or societies as agents for county su- perintendent | 306 | 745 |
| Unsuitable homes, kept from school, overworked or abused | 16 | |
| Immoral surroundings or criminal as- sault | 11 | 27 |
| | | <hr/> |

The 290 children visited have been thus distributed by judicial districts of the State:

| | |
|---------------------------------|----|
| First judicial district | 9 |
| Second judicial district | 92 |
| Third judicial district | 34 |
| Fourth judicial district | 47 |
| Fifth judicial district | 5 |
| Sixth judicial district | 15 |
| Seventh judicial district | 30 |
| Eighth judicial district | 58 |

Respectfully submitted,

MICHAEL J. SCANLAN,
WILLIAM H. GRATWICK,
AUGUSTUS FLOYD,
RALPH W. THOMAS,

Committee.

REPORT
OF THE
COMMITTEE ON DISPENSARIES.

REPORT.

To the State Board of Charities:

The Committee on Dispensaries would respectfully submit the following report upon the management of and conditions existing in the licensed dispensaries of the State, which are made subject to the supervision of this Board by the provisions of chapter 368, Laws of 1899, entitled "An act to amend the State Charities Law relating to the licensing and regulation of dispensaries by the State Board of Charities."

The work of these dispensaries is of more than casual interest and importance in view of the fact that such work is more extensively carried on in this State than in any other part of the country, that here it is more highly organized and developed and that here as in no other State dispensaries are licensed and regulated by the State Board of Charities. The system has now been in operation for more than five years and certain features and results of its workings are set forth herewith.

At the close of the year (September 30, 1904) there were 119 licensed dispensaries in operation in the State, the bulk of them being located in the cities of the first and second classes, as follows:

| | |
|--|-----|
| Borough of Manhattan..... | 60 |
| Borough of Brooklyn..... | 26 |
| Borough of Bronx, Queens and Richmond..... | 5 |
| <hr/> | |
| Total for New York City..... | 91 |
| Buffalo | 6 |
| Rochester | 2 |
| Syracuse | 1 |
| Utica | 1 |
| Albany | 6 |
| Troy | 2 |
| Other localities | 10 |
| <hr/> | |
| Total for the State..... | 119 |
| <hr/> | |

Of these 119 dispensaries, 20 are in receipt of public money directly (\$11,032.40 during the year), 61 are connected with other charities receiving public appropriations, and 38 are supported wholly by private contributions. The total property, real and personal, of the 81 dispensaries reporting annually to this Board was \$1,175,436.56 October 1, 1904; their total indebtedness on the same date \$68,996.40; their total receipts for the year ending September 30, 1904, \$125,113.16; and their total expenditures \$105,642.69. No licenses have been issued during the year and four dispensaries have ceased operations during that time.

Supervision of these dispensaries has been much more active during the year than for a few years past, 183 inspections being made as against 38 for the preceding year. One or more special inspections of every dispensary in the State and general inspections of 62 in addition to the above have been made.

During the year the inspector of dispensaries has made a special investigation as to the extent of compliance with the rules of the Board adopted pursuant to chapter 368 of the Laws of 1899 affecting the management of all licensed dispensaries. Four out of the 123 licensed dispensaries in operation at the beginning of the year have been closed, and the following table shows the extent of compliance with the various provisions of the rules on the part of the 119 dispensaries remaining:

| RULES. | | Yes. | No. | In part. | Not applicable. |
|--------|--|------|-----|----------|-----------------|
| I. | Public notice posted..... | 117 | 2 | | |
| II. | 1. Registrar..... | 118 | | 1 | |
| | 2. Deputy (not required)..... | 44 | 75 | | |
| | 3. Makes and preserves records..... | 114 | 3 | 2 | |
| | 4. Receives applicants..... | 117 | 1 | 1 | |
| | 5. Sees that rules are enforced..... | 18 | 2 | 99 | |
| III. | 1. Examines all applicants..... | 116 | 3 | | |
| | superficially 34 | | | | |
| | fairly well 31 | | | | |
| | thoroughly 54 | | | | |
| | are any refused admission..... | 87 | 32 | | |
| | a. Emergency cases admitted..... | 119 | | | |
| | b. Poor applicants admitted..... | 119 | | | |
| | c. Doubtful cases admitted upon signing representation card..... | 90 | 28 | | 1 |
| | d. Subsequent investigation made..... | 41 | 76 | | 2 |
| | e. Results of investigation filed..... | 32 | 85 | | 2 |
| | f. Nonsigners refused admission..... | 100 | 18 | | 1 |
| | 2. Representation cards in proper form..... | 113 | 6 | | |
| | 3. a. Pass cards issued..... | 119 | | | |
| | b. Penalty printed thereon..... | 110 | 4 | 5 | |
| IV. | 1. Matron..... | 117 | 2 | | |
| | 2. Cleanliness and order preserved..... | 115 | 4 | | |
| | 3. Present at gynaecological examinations, etc..... | 89 | 3 | | *27 |
| V. | 1. Contagious diseases excluded..... | 119 | | | |
| | 2. Registrar prevents exposure..... | 119 | | | |
| | 3. Registrar reports to health authorities..... | 118 | 1 | | |

* Such examinations not held in these dispensaries.

| RULES. | | Yes. | No. | In part. | Not applicable. |
|--------|---|-------|-------|----------|-----------------|
| VI. | 1. Clinical or other instruction given. (Instruction permitted by rules)..... | 28 | 91 | ..... | ..... |
| | 2. Treatment conditional thereon..... | 27 | 28 | ..... | 91 |
| | 3. Consent of patient obtained..... | 27 | 1 | ..... | 91 |
| VII. | 1. Apothecary (not required)..... | 107 | 12 | ..... | ..... |
| | 2. Licensed or medical graduate..... | 104 | 3 | ..... | †12 |
| | 3. Appointed under civil service rules..... | 8 | ..... | ..... | †111 |
| VIII. | 1. Board of Health ordinances observed..... | 119 | 74 | ..... | ..... |
| | 2. Minute made before Sept. 30..... | 45 | 74 | ..... | ..... |
| IX. | 1. Seats for all applicants provided..... | 107 | 12 | ..... | ..... |
| | 2. Sexes separated in: | | | | |
| | a. waiting rooms..... | 85 | 32 | 2 | ..... |
| | b. treatment rooms..... | 102 | 17 | ..... | ..... |
| | 3. Suitable equipment and supplies..... | ..... | ..... | ..... | ..... |

It will be seen from the above that with twenty-four of the thirty-one requirements of the dispensary rules compliance is practically complete; that in four of these provisions compliance is fairly good, and that in three matters, those requiring an investigation to be made as to the ability of doubtful applicants to pay for their treatment, the filing of results of these investigations and of making a minute showing observance of the ordinances and orders of the Board of Health, compliance is lax and unsatisfactory. This is probably due, in some measure, to a misunderstanding of the requirements of the Board, it being sometimes understood by the managers that an officer or employee of the dispensary is required to make the investigation contemplated in the rules. The chief object of the rule requiring the filing of a minute showing compliance with the local sanitary regulations, namely to bring to the attention of the managers the question of proper hygienic arrangements seems to be equally not understood.

Two or three ways of meeting these undesirable conditions suggest themselves:

1. The inspection reports should continue to call the attention of the managers to the fact that in the larger cities, where a majority of these dispensaries are located, the Charity Organization Societies stand ready to investigate all cases referred to them.

2. A special letter in regard to this matter might be addressed to the managers of those dispensaries which fail to make the subsequent investigation required, calling their attention to the fact

† No prescriptions compounded in these dispensaries.

‡ Applies only to the dispensaries connected with municipal hospitals in New York City.

and explaining the willingness of Charity Organization Societies to make such investigation, and requesting their coöperation with the Board in its efforts to secure complete compliance with this rule.

3. The dispensaries might be furnished by this Board with a private mailing card in proper form, addressed to the local Charity Organization Society, for use by the registrar of the dispensary in reporting to the society those cases where an investigation is desired.

4. In the case of dispensaries which persistently fail to comply with this provision of the law, proceedings looking toward the canceling of the licenses of such dispensaries would be in order after the means above mentioned have been exhausted.

5. In order to secure a greater observance of the requirements of Rule VIII, that a minute be made showing compliance with the orders of the local Board of Health, a letter addressed to the managers of dispensaries about August 15th, stating the objects of this requirement and asking that action be taken accordingly, would doubtless, in most cases, be sufficient to secure attention to the matter.

Some of the showings of this table are very satisfactory. One hundred and fourteen out of 119 dispensaries examined are keeping reasonably complete records of their work. In 54 cases the examination by the registrar of applicants for treatment is reported as being done thoroughly, and in 31 additional cases as being done fairly well. In only 34 cases is the work reported as being done superficially. As this is perhaps the crucial point in the proper administration of dispensaries, viewed from the social standpoint, this showing is encouraging, though by no means all that could be desired. Continued emphasis upon this point will be necessary for some years to come.

In 87 dispensaries obviously well-to-do applicants are refused admission by the registrar after questioning, but without further formality, while in 100 dispensaries, where the registrar is still in doubt as to the applicant's ability to pay, persons unwilling to sign representation cards are refused treatment. In 90 out of 119 dispensaries doubtful cases are admitted only upon signing representation cards. This would seem to indicate that the doors of the dispensaries in the State are reasonably well guarded

in the large majority of cases, that they are partially protected in most of the remaining instances and that they are not wholly unguarded except in a very small number of cases. In all but two of the dispensaries a matron is employed, cleanliness and order are maintained in all but four, and in only three cases the matron is not present at gynecological examinations where such are held. In only three dispensaries is the apothecary unlicensed or not a medical graduate, and in every dispensary compliance with the local ordinances of the Board of Health is reported as complete. All but ten of the dispensaries are reported as having suitable equipment and supplies, and in practically all of them seats are provided for every applicant, and in the great majority of them the sexes are separated both in the waiting and in the treatment rooms.

It is interesting to note that the facilities of but 28 dispensaries are used for the purpose of giving medical instruction and in none of these is the treatment given a patient conditional upon his willingness to submit to an examination before a class. Another item of interest is the fact that but 12 dispensaries are without an apothecary as a regular officer or employee of the dispensary, and that in only three cases such apothecary is not a licensed pharmacist or a medical graduate.

The effect of this special inquiry is already evident in the increased interest of managers and officers of certain dispensaries in the requirements of the rules, and greater effort on their part to comply therewith. With this data as a basis and starting point definite efforts to fully inform the management of these dispensaries in regard to the requirements of the Board can be intelligently and effectively made, and should result in much better compliance with those rules which are at present laxly observed.

The customary statistics showing the number of persons treated, the total number of treatments, and the number of prescriptions furnished by the licensed dispensaries of the State have been collected by the inspector of dispensaries from the annual reports made to this Board and by personal visits, and appear as an appended paper to this report. A summary of these figures giving totals for the boroughs of New York City and the balance of the State for the past year, as compared with 1903, follows:

| NUMBER OF PERSONS TREATED. | Number of dispensaries. | 1903. | Number of dispensaries. | 1904. |
|---------------------------------|----------------------------|-----------|----------------------------|-----------|
| Manhattan..... | 60 | 861,021 | 61 | 860,214 |
| Brooklyn..... | 31 | 115,248 | 29 | 110,480 |
| Bronx, Queens and Richmond..... | 5 | 4,662 | 5 | 9,646 |
| Total, New York City..... | 96 | 980,931 | 95 | 980,340 |
| Outside of New York City..... | 28 | 28,929 | 28 | 28,904 |
| Grand total, entire State..... | 124 | 1,009,860 | 123 | 1,009,334 |
| <i>Number of Treatments.</i> | | | | |
| Manhattan..... | | 2,389,939 | | 2,397,853 |
| Brooklyn..... | | 282,394 | | 289,678 |
| Bronx, Queens and Richmond..... | | 23,283 | | 29,456 |
| Total, New York City..... | | 2,695,670 | | 2,716,972 |
| Outside of New York City..... | | 100,239 | | 108,677 |
| Grand total, entire State..... | | 2,795,909 | | 2,825,649 |
| <i>Number of Prescriptions.</i> | | | | |
| Manhattan..... | | 1,910,956 | | 1,930,489 |
| Brooklyn..... | | 200,247 | | 188,017 |
| Bronx, Queens and Richmond..... | | 15,331 | | 18,402 |
| Total, New York City..... | | 2,126,534 | | 2,136,908 |
| Outside of New York City..... | | 47,043 | | 49,198 |
| Grand total, entire State..... | | 2,173,577 | | 2,186,106 |

As compared with the preceding year the figures for 1904 show a decrease in the *number of persons treated* in dispensaries in Manhattan and Brooklyn, but an increase in the outlying districts (boroughs of the Bronx, Queens and Richmond) and in the balance of the State. The totals for the entire State, however, show a decrease of 526.

The *number of treatments given*, however, increased in all divisions of the State, the total increment being 29,740.

The figures in reference to the *number of prescriptions* issued show an increase in all parts of the State except Brooklyn, where a marked decrease of more than 12,000 is recorded, not sufficient, however, to offset the increase in all other parts of the State, the total showing a net increase of 12,529.

There has been, as the table shows, a consistent and easily explained increase under all the above headings—persons, treatments and prescriptions—in the outlying boroughs of New York City and also in the cities of the State outside of New York, in both of which localities the population is increasing rapidly and dispensary work has been little developed hitherto. These conditions doubtless account in large part for the uniform increase in the amount of dispensary work in these particular portions of the State. Of the total increase of 5,167 in the number of per-

sons treated in dispensaries in these localities, most of it appears in the borough of the Bronx, where the dispensaries show an increase of 4,800 persons (in round numbers), or 95 per cent. of the entire increase. There has been no increase in the number of dispensaries in these localities, but existing ones have been doing a larger amount of work.

In the borough of Brooklyn there has been a marked falling off in the number of different persons treated and in the number of prescriptions, but an increase in the number of treatments, while in Manhattan the number of persons treated decreased slightly and the number of treatments and prescriptions increased markedly. The closing of a number of dispensaries in Brooklyn helps to explain the reduction there, and the increase in the amount of dispensary work throughout the State without increasing, but in fact reducing, the number of beneficiaries indicates that more care is exercised in admitting applicants, that more and probably better treatment is being given the reduced number of beneficiaries, and that dispensary work is becoming centralized in a few large dispensaries rather than in a large number of small ones and that a process of centralization geographically is also going on simultaneously, 33 dispensaries, or less than 25 per cent. of the total number, treated 815,431 different persons during the year or more than 80 per cent. of the total number so treated in the entire State. In other words, 33 dispensaries of some size gave treatment to more than four times as many persons as did the remaining 90 dispensaries. Thirty of these 33 dispensaries were located on Manhattan Island and gave treatment to 770,538 different persons, or nearly four times as many as did the remaining 93 dispensaries in other parts of the city and State.

Similar results are obtained from an analysis of the figures showing the total number of treatments and prescriptions. Twenty-two dispensaries in Manhattan, six in Brooklyn, three in the other boroughs of New York City, and three in the balance of the State, show an increase of 300 or more in the number of different persons treated during the year. The notable increases were in round numbers as follows:

| | |
|--|--------|
| Beachonian Dispensary, Manhattan..... | 13,450 |
| Bellevue Hospital Dispensary, Manhattan..... | 8,100 |

| | |
|---|---------------|
| Carmel Dispensary, Manhattan..... | 10,850 |
| Gouverneur Hospital Dispensary, Manhattan (new clinics) | 6,300 |
| Mt. Sinai Hospital Dispensary, Manhattan (new location) | 11,500 |
| Total | <u>50,200</u> |

This increase seems to be due in part in the case of the Beachonian Dispensary to the fact that it is new and is located in a district of the city where much poverty exists; in the case of the Bellevue Hospital Dispensary, to the fact that the dispensary was open longer during the present year than during the preceding one. The Carmel Dispensary is an entirely new institution, appearing for the first time upon the statistical tables of the Board and the above figures represent accordingly the entire number of persons treated during the year. The increase at Gouverneur Hospital Dispensary represents doubtless a continuation of the large trachoma service which the last year caused so marked an increase in the work of this dispensary, while the change to new and larger quarters with increased and improved facilities doubtless accounts for much of the increase in the number of persons treated at the Mount Sinai Hospital Dispensary.

In twenty-five dispensaries, sixteen in Manhattan, eight in Brooklyn and one outside of New York City, the number of persons treated was less by 300 or more during the past year than during the preceding twelve months. The more striking decreases were recorded at the following dispensaries.

| | |
|---|---------------|
| Beth Israel Hospital Dispensary..... | 12,600 |
| East Side Dispensary (eye and ear)..... | 6,100 |
| Good Samaritan Dispensary (N. Y.)..... | 5,400 |
| Harlem Hospital Dispensary (records better)..... | 8,300 |
| New York Eye and Ear Infirmary (some clinics closed; records better)..... | 10,200 |
| University and Bellevue Medical College..... | 10,000 |
| Total..... | <u>52,600</u> |

Much of the decrease in the first three instances may perhaps be accounted for by the increased service at the new Beachonian and Carmel dispensaries which are in the same general locality and therefore in a position to divert applicants from the longer established dispensaries on the lower east side. The coincidence of the increase at the former and the decrease at the latter is worthy of note as is also the correspondence between the respective figures showing the totals of increase and decrease (24,300 increase at the Beachonian and Carmel dispensaries, 24,100 decrease at Beth Israel Hospital, East Side and Good Samaritan dispensaries). Some of the decrease at Harlem may perhaps be due to a falling off in the number of applicants from the Bronx (where a striking increase is noted) and the large number of cases of trachoma treated at the Gouverneur Hospital Dispensary may explain in part the falling off at the New York Eye and Ear Infirmary. The noticeable decrease at the University and Bellevue Medical College Dispensary is doubtless due for the most part to the repairing of the Bellevue Hospital Dispensary and the return thereto of a large number of patients temporarily cared for at the former dispensary.

In general it seems safe to conclude from an analysis of these tables that the figures showing large increases or decreases in the number of persons treated at particular dispensaries do not represent real increases or decreases in the number of persons receiving medical charity, but rather a shifting of and redistribution of the dispensary service with a small net decrease in the total number of persons treated in the entire city.

A detailed and extended report of the inspector of dispensaries in relation to the affairs and management of the New York Eye and Ear Clinic, formerly known as the East Side Dispensary, which showed an apparent diversion of the funds of the dispensary to improper uses was submitted to the Attorney-General of the State and proceedings against the managers of the dispensary were begun by him. The answer of the managers to the charges contained in the inspector's report, a copy of which is appended, admitted but waived responsibility for the misappropriation of funds which was made (with a single exception) by former members of the board of managers, and entered a general

denial of the other charges contained in the inspector's report. To this answer, which was placed before the Board by the Attorney-General, the following reply was made, and the matter is still before the Attorney-General:

ALBANY, N. Y., *March 13, 1905.*

Hon. JOHN CUNNEEN, *Attorney-General, State of New York, the Capitol, Albany, N. Y.:*

Dear Sir.—The answer of the directors of the East Side Dispensary, now known as the New York Eye and Ear Clinic, through the treasurer, Dr. J. Guttmann, and the attorney of the dispensary, Mr. J. B. Joachimson, to the charges of mismanagement and improper use of funds of the dispensary contained in the report of Inspector Prest, dated October 27, 1902, is at hand, and has been given careful attention and consideration, and I am directed by the Board to reply to the same as follows:

The findings of the inspector as set forth in the above-mentioned report, and the reports supplemental thereto, may be summarized as follows:

1. That on or about January 30, 1900, the trustees of the East Side Dispensary, nine in number, resolved to distribute among themselves, and did so distribute, the sum of \$1,500 from the treasury of the corporation, although at that time and for a period from January 1, 1898, to January 1, 1902, the dispensary was in receipt of an annual appropriation from the city of New York, made for the care of indigent dispensary patients.

2. That the funds of the East Side Dispensary were used by the trustees for the benefit of the Austro-Hungarian Hospital, a distinct and separate corporation, certain trustees of the dispensary being also managers of the Austro-Hungarian Hospital. The following were the specific cases instanced:

March 16, 1901.

| | |
|--|---------|
| To Schnitzer & Beiheif, for professional services and other disbursements in connection with obtaining the charter for the Austro-Hungarian Hospital | \$87 95 |
|--|---------|

June 22 to December 22, 1901,

| | |
|--|--------|
| Various bills of Kny Scherer & Company for hospital furniture and supplies, amounting to | 353 02 |
|--|--------|

November 25, 1901,

| | |
|---|----------|
| S. Shea & Company for heating apparatus for the Austro-Hungarian hospital. | \$380 00 |
|---|----------|

February 1, 1902,

| | |
|--|--------|
| For rent of building leased as quarters for the Austro-Hungarian hospital | 225 00 |
|--|--------|

May 4,

| | |
|--|--------|
| For rent of building leased as quarters for the Austro-Hungarian hospital | 225 00 |
|--|--------|

August 4,

| | |
|--|--------|
| For rent of building leased as quarters for the Austro-Hungarian hospital | 225 00 |
|--|--------|

3. Certain questionable acts on the part of officers of the hospital which would create a suspicion of irregularity and dishonesty in the financial affairs of the dispensary were instanced, namely, that for two years prior to March 1, 1902, and for the period since that time to the date of report, the treasurers of the dispensary had opened accounts with the Corn Exchange Bank, 11th Ward Branch, and with the State Bank, 376 Grand street, respectively, in their own names and subject to their personal checks.

4. That the report of the dispensary to the State Board of Charities for the year ending September 30, 1901, contains false statements, subscribed and sworn to, in regard to the expenditures of the dispensary, the amount paid for salaries being given as \$1,050, whereas the books of the dispensary show that \$1,372.25 was expended for that purpose during the period covered by such report. The amount paid for rent was given as \$1,500. The books of the dispensary showed payments of only \$900 for this purpose.

The reply of the trustees of the dispensary to these charges includes first, a waiver of responsibility for the first of the inspector's charges, which is admitted, and second a general denial of charge two, as to the use of dispensary funds for the benefit of the Austro-Hungarian hospital, except as to item one, Schnitzer & Beihief services, which amount they state was but \$75 and has since been repaid. The other specifications are ignored, with the exception of the amounts paid for the rent of the building leased for the Austro-Hungarian hospital, which are admitted, but

excused on the ground that the rent received by the dispensary for the hospital building more than offset any expense incurred on that account.

1. It will be seen that the trustees of the dispensary do not deny the charge that the funds of the dispensary were improperly apportioned among members of the board of directors, but waive responsibility for such misconduct on the ground that these directors are, with one exception, no longer connected with the dispensary and that this one director has returned to the dispensary \$100 in cash and a valuable set of surgical instruments to cover the amount improperly received by him; and that four other members of the present Board of Trustees have each contributed \$100 to help make good the \$1,500 which was improperly withdrawn. The statement is also made that the remaining \$1,000 will be made up by the present directors as soon as this investigation is terminated.

In case the present trustees are not legally liable for the misconduct of their predecessors, as seems probably they are not, action against the nine individual trustees (including the present treasurer of the dispensary, Dr. J. Guttmann) for the purpose of recovering the \$1,500 improperly withdrawn from the treasury of the dispensary and divided among these directors would seem to be proper. The names of these nine directors are as follows: Julius Weiss, M. D., S. M. Landsman, M. D., Henry Wald, M. D., H. Illaway, John Guttmann, Tobias Berger, M. D., C. P. Kornreich, M. D., Dr. S. Strauss, E. K. Browd, M. D.

It does not seem to this board, however, that the present directors can escape moral responsibility for the improper withdrawal of the funds of the dispensary, so long as steps have not been taken by them to compel the directors who accepted this money to make restitution. As the dispensary has sustained a net loss of \$1,000 through the improper acts of certain directors and no effort has been made by their successors to compel restitution nor has the full amount misappropriated been replaced by the present trustees, the charge made against the dispensary seems to stand.

2. The present board of trustees of the hospital in their reply to the second charge preferred by this Board (that funds were expended from the dispensary treasury for the benefit of the

Austro-Hungarian hospital) state that only \$75 was so expended and that this amount has all been repaid. The minutes of the Board show, however, that this amount was \$87.95 and at the time of the inspector's examination there was no entry either on the minutes of the directors or the books of the dispensary to indicate that this sum has been repaid. Their answer, too, seems to fail to take into account the items amounting to \$353.02 paid to the Kny Scherer Company for hospital equipment, being June 22 and December 22, 1901, as shown by the books of the dispensary. Also the payment of \$380 to S. Shea & Co., November 25, 1901, for heating apparatus for the hospital. The trustees submit no evidence whatever, to show that any of the amounts which their books show were expended for the benefit of the Austro-Hungarian hospital have been returned to the dispensary. The charges that the treasurers of the dispensary opened personal accounts, using the funds of the dispensary therefor, and that the report to the State Board of Charities for the year ending September 30, 1901, was falsified as to the amount expended for salaries, are entirely ignored.

It seems to the Board, therefore, that the original charges contained in the report of the inspector, in so far as they are of importance stand unrefuted, and that no evidence has been submitted by the trustees of the dispensary to show that the charges made in the inspector's report are false or that the trustees of the dispensary during the year 1900 did not divide among themselves the sum of \$1,500 of dispensary funds, accumulated while the dispensary was in receipt of money from the city of New York, appropriated for the treatment of indigent dispensary patients, a part of which was included in the \$1,500 so distributed; nor that the funds of the East Side Dispensary were not used for the benefit of the Austro-Hungarian hospital, a distinct and separate corporation; nor that two different treasurers of the dispensary did not deposit, subject to their personal check, funds of the dispensary; nor that the report of the dispensary to the State Board of Charities for the year ending September 30, 1901, was not falsified in the items of expenditures for salaries and rent for that year.

The matter of changing the name of the dispensary without any change in its location, character of work, or personnel of the

board of trustees, seems to this Board to be unimportant except as a possible indication of an attempt on the part of the trustees to escape financial or other responsibility for the acts of the corporation known as the East Side Dispensary.

Yours very respectfully,

ROBT. W. HEBBERD,

Secretary.

In conclusion the committee would respectfully recommend that the following steps be taken with a view to securing more extended compliance with dispensary Rules III and VIII which relate respectively to the matters of causing an investigation to be made of the ability of all doubtful applicants to pay for their treatment, and of making a minute on the records of the dispensary showing observance of local health laws and ordinances.

1. That a carefully worded letter be sent to the managers of those dispensaries where the inspector's report thereon shows a failure to cause an investigation of doubtful applicants' ability to pay, calling attention thereto, explaining the willingness of the local Charity Organization Society to make such investigation, and requesting the coöperation of the managers with this Board in the matter.

2. That inexpensive private mailing cards in proper form be supplied the dispensaries located in large cities on which the registrar may report to the local Charity Organization Society doubtful cases for investigation.

3. That a letter similar to the appended draft be addressed to the managers of all dispensaries about August 15th, calling attention to the requirements of Rule VIII.

4. That in the cases of dispensaries which persistently fail to comply with these and other rules of the Board proceedings looking toward the recall of their licenses be instituted after the measures above mentioned have been exhausted.

Respectfully submitted,

STEPHEN SMITH, M. D.,

S. W. ROSENDALE,

WILLIAM H. GRATWICK,

Committee on Dispensaries.

April 12, 1905.

APPENDIX A.

LICENSED DISPENSARIES ON SEPTEMBER 30, 1904.

BOROUGH OF MANHATTAN.

| | NUMBER OF DIFFERENT PERSONS TREATED AT THE DISPENSARY DURING THE YEAR ENDING SEPT. 30. | | TOTAL NUMBER OF TREATMENTS AT THE DISPENSARY DURING THE YEAR ENDING SEPT. 30. | | TOTAL NUMBER OF PRESCRIPTIONS DISPENSED DURING THE YEAR ENDING SEPT. 30. | |
|---|--|--------|---|---------|--|---------|
| | 1903. | 1904. | 1903. | 1904. | 1903. | 1904. |
| Amity Baptist Church Dispensary, 312 W. 54th street..... | 241 | 318 | 508 | 539 | 762 | 533 |
| Babies' Hospital, Out-Patient Department, 657 Lexington avenue. | 1,212 | 1,477 | 5,761 | 5,864 | 4,500 | 4,730 |
| Beaconian Dispensary, 183 Ludlow street..... | 4,661 | 18,102 | 18,874 | 22,985 | 16,815 | 18,093 |
| Bellevue Dispensary, foot E. 26th street..... | 9,031 | 17,183 | 22,120 | 25,872 | 22,113 | 51,235 |
| Beth Israel Hospital Association Dispensary, 268 Cherry street..... | 52,687 | 40,022 | 73,933 | 75,586 | 82,290 | 82,210 |
| Bloomington Clinic, 201 W. 99th street..... | 1,171 | 1,018 | 3,223 | 2,601 | 727 | 567 |
| Calvary M. E. Church Dispensary, 216 W. 130th street..... | 2,331 | 2,655 | 6,810 | 8,101 | 5,885 | 6,729 |
| Carmel Dispensary, 14 Delancey street..... | b..... | 10,843 | ..... | 17,741 | ..... | 10,390 |
| Columbus Hospital Dispensary, 226 E. 20th street..... | 4,472 | 4,897 | 16,742 | 20,620 | 21,203 | 28,360 |
| Cornell Medical College Dispensary, 1st ave & 27th street..... | 23,606 | 22,941 | 89,130 | 102,710 | 70,798 | 87,225 |
| Demilt Dispensary, 245 E. 23d street..... | 17,306 | 17,349 | 49,163 | 46,875 | 50,212 | 48,980 |
| East Side Dispensary, 324 E. 3rd street..... | 20,210 | 14,095 | 26,384 | 18,943 | 19,791 | 11,839 |
| Eclectic College Free Dispensary, 239 E. 14th street..... | c2,793 | c906 | c5,879 | c4,411 | c16,547 | 10,116 |
| French Benevolent Society Dispensary 320 W. 34th street..... | 1,856 | 1,758 | 3,305 | 3,591 | 3,446 | 2,914 |
| General Memorial Hospital (Cancer) 106th street and 8th avenue..... | 770 | 605 | 4,685 | d3,355 | 6d | ..... |
| German Hospital Dispensary, 137 Second avenue..... | 23,929 | 24,703 | 69,298 | 71,491 | 36,609 | 35,900 |
| German Poliklinik, 78-80 Seventh street..... | 16,680 | 18,721 | 45,420 | 48,782 | 41,618 | 44,822 |
| Good Samaritan Dispensary, 75 Essex street..... | 79,959 | 74,584 | 165,881 | 158,273 | 113,664 | 112,902 |
| Gouverneur Hospital Dispensary Gouverneur Slip..... | 69,891 | 76,126 | 94,256 | 105,446 | 67,488 | 78,260 |
| Harlem Dispensary, 108 E. 128th street..... | 2,851 | 2,622 | 8,186 | 7,071 | 6,755 | 6,085 |
| Harlem Eye, Ear and Throat Infirmary, 144 E. 127th street..... | 7,016 | 6,036 | 30,615 | 21,878 | 5,416 | 4,222 |
| Harlem Hospital Dispensary, 533 E. 120th street..... | 36,772 | 28,445 | 67,153 | 63,120 | 63,215 | 52,290 |
| J. Hood Wright Memorial Hospital Dispensary, 503 W. 131st street.. | 4,130 | 4,290 | 11,241 | 11,500 | 3,723 | 3,723 |
| Manhattan Eye, Ear and Throat Hospital Dispensary, 103 Park avenue..... | 28,478 | 26,257 | 115,066 | 108,050 | 40,576 | 43,736 |
| Memorial Baptist Church Dispensary, 3rd and Thompson streets | c1,538 | 1,126 | c3,666 | 2,445 | c3,344 | 2,415 |
| Metropolitan Dispensary and Hospital, 248 E. 82nd street..... | 1,510 | 2,124 | 3,910 | 3,578 | 2,069 | 2,158 |
| Metropolitan Throat Hospital Dispensary, 351 W. 34th street..... | 1,315 | 1,294 | 8,548 | 8,235 | 3,008 | 2,398 |
| Mt. Sinai Hospital Dispensary, 100th street and Madison avenue..... | 32,031 | 43,599 | 91,762 | 103,853 | 82,767 | 82,630 |
| New Amsterdam Eye and Ear Hospital Dispensary, 230 W. 38th street..... | 6,069 | 6,236 | 23,772 | 22,860 | 2,703 | 3,104 |
| New York Dispensary, 137 Centre street..... | 39,694 | 36,141 | 110,129 | 105,696 | 120,418 | 117,920 |
| New York Eye and Ear Infirmary Dispensary, 218 Second avenue..... | 46,454 | 36,280 | 135,952 | 110,806 | 68,856 | 40,878 |

b. Not in operation during that year.

c. Not in operation part of that year.

d. No prescriptions given.

LICENSED DISPENSARIES ON SEPTEMBER 30, 1904.—Continued.

BOROUGH OF MANHATTAN.—Continued.

| | NUMBER OF DIFFERENT PERSONS TREATED AT THE DISPENSARY DURING THE YEAR ENDING SEPT. 30. | | TOTAL NUMBER OF TREATMENTS AT THE DISPENSARY DURING THE YEAR ENDING SEPT. 30. | | TOTAL NUMBER OF PRESCRIPTIONS DISPENSED DURING THE YEAR ENDING SEPT. 30. | |
|---|--|--------|---|--------|--|---------|
| | 1903. | 1904. | 1903. | 1904. | 1903. | 1904. |
| New York Homeopathic Medical College Dispensary, 429 E. 63d street..... | 4,107 | 5,973 | 13,854 | 21,839 | 9,491 | 9,618 |
| New York Infirmary for Women Dispensary, 321 E. 15th street.... | 10,708 | 8,978 | 47,178 | 46,464 | 32,809 | 34,002 |
| New York Medical College and Hospital for Women Dispensary, 19 W. 101st street..... | 620 | 542 | 1,593 | 1,547 | 1,593 | 1,547 |
| New York Ophthalmic and Aural Institute Dispensary, 44 E. 12th street..... | 14,741 | 15,516 | 44,223 | 46,548 | 13,577 | 13,919 |
| New York Ophthalmic Hospital Dispensary, 201 E. 23d street..... | 16,196 | 15,017 | 48,784 | 44,322 | 59,959 | 57,914 |
| New York Orthopedic Dispensary and Hospital, 126 E. 59th street.... | 3,879 | 4,003 | 22,385 | 19,305 | 48,228 | 7,842 |
| New York Polyclinic Medical School and Hospital Dispensary, 351 E. 84th street..... | 11,774 | 11,058 | 33,495 | 34,836 | 24,169 | 23,083 |
| New York Post Graduate Medical School Dispensary, 303 E. 20th street..... | 19,346 | 20,714 | 76,936 | 85,502 | 103,018 | 116,616 |
| New York Skin and Cancer Hospital Dispensary, 2nd avenue and 19th street..... | 4,234 | 4,723 | 17,449 | 24,519 | 18,734 | 24,693 |
| New York Society for Relief of Ruptured and Crippled, Lexington avenue and 43rd street..... | 11,226 | 11,056 | 45,448 | 44,975 | 18,441 | 18,037 |
| New York Throat, Nose and Lung Hospital Dispensary, 244 E. 59th street..... | 773 | 515 | 6,372 | 4,779 | 1,782 | 1,431 |
| Northeastern Dispensary, 222 East 59th street..... | 9,081 | 10,775 | 34,158 | 31,709 | 41,456 | 37,456 |
| Northern Dispensary, Waverly Place and Christopher street..... | 8,198 | 10,489 | 23,826 | 22,185 | 19,929 | 20,663 |
| Northwestern Dispensary, 403 W. 36th street..... | 24,713 | 22,410 | 64,903 | 45,627 | 68,228 | 70,365 |
| Nursery and Child's Hospital Dispensary, Lexington avenue and 51st street..... | 25 | 213 | 35 | 532 | ..... | 76 |
| People's Home Church Dispensary, 545 E. 11th street..... | 294 | 54 | 384 | 135 | 161 | 95 |
| Presbyterian Hospital Dispensary, Madison avenue and 70th street.... | 30,092 | 31,785 | 81,219 | 81,230 | 82,488 | 82,880 |
| Roosevelt Hospital Dispensary, West 59th street..... | 14,953 | 15,311 | 61,254 | 66,314 | 37,528 | 38,622 |
| St. Bartholomew's Clinic, 215 E. 42nd street..... | 13,237 | 14,683 | 53,683 | 54,185 | 23,508 | 23,178 |
| St. Chrysostom's Chapel Dispensary, 550 7th avenue..... | 188 | 117 | 517 | 307 | 667 | 350 |
| St. Luke's Hospital, Out-Patient Department, 113th street and Amsterdam avenue..... | 5,541 | 5,906 | 30,912 | 31,115 | 31,650 | 32,867 |
| St. Mark's Hospital Dispensary, 177 Second avenue..... | 2,025 | 2,538 | 8,538 | 20,091 | 2,490 | 3,078 |
| St. Vincent's Hospital, Outdoor Department, 11th street and 7th avenue..... | 5,268 | 5,455 | 15,748 | 15,180 | 6,061 | 5,436 |
| Sydenham Dispensary, 247 E. 116th street..... | 915 | 3,180 | 1,656 | 6,480 | 1,424 | 8,537 |
| Trinity Church Association Dispensary, 209 Fulton street..... | 1,527 | 1,619 | 5,070 | 5,003 | 5,763 | 5,824 |

a. Estimated by managers; no record kept or records incomplete

c. Not in operation part of that year. —

c. Orthopedic braces, etc.

LICENSED DISPENSARIES ON SEPTEMBER 30, 1904.—Continued.

BOROUGH OF MANHATTAN.—Concluded.

| | NUMBER OF DIFFERENT PERSONS TREATED AT THE DISPENSARY DURING THE YEAR ENDING SEPT. 30. | | TOTAL NUMBER OF TREATMENTS AT THE DISPENSARY DURING THE YEAR ENDING SEPT. 30. | | TOTAL NUMBER OF PRESCRIPTIONS DISPENSED DURING THE YEAR ENDING SEPT. 30. | |
|--|--|---------|---|-----------|--|-----------|
| | 1903. | 1904. | 1903. | 1904. | 1903. | 1904. |
| University and Bellevue Hospital Dispensary, 1st avenue and 26th street..... | 43,488 | 33,552 | 140,999 | 113,736 | 122,768 | 107,058 |
| Vanderbilt Clinic, Amsterdam avenue and 60th street..... | 45,207 | 42,754 | 148,247 | 142,677 | 147,429 | 139,808 |
| West Side German Dispensary, 328 W. 42nd street..... | 10,183 | 10,543 | 32,306 | 27,850 | 34,915 | 34,626 |
| Wilkes Dispensary, 439 9th avenue. | 7,078 | 6,413 | 16,943 | 15,957 | 15,127 | 12,492 |
| Woman's Hospital, Outdoor Department, 141 W. 109th street..... | 740 | 1,559 | 1,476 | 3,011 | 185 | 313 |
| | 861,021 | 860,214 | 2,389,993 | 2,397,838 | 1,910,956 | 1,930,489 |

BOROUGH OF BROOKLYN.

| | | | | | | |
|---|--------|--------|--------|--------|--------|--------|
| Bedford Dispensary, 343 Ralph avenue..... | 2,223 | 1,604 | 4,079 | 2,412 | 7,891 | 5,516 |
| Bradford Street Hospital Dispensary | 1,522 | 2,627 | 4,470 | 7,623 | 3,819 | 1,935 |
| Brooklyn Central Dispensary, 29 3rd avenue..... | 3,834 | 3,505 | 6,616 | 5,116 | 6,549 | 5,447 |
| Brooklyn City Dispensary, 11 Tillary street..... | 2,045 | 1,656 | 4,643 | 3,381 | 4,250 | 3,161 |
| Brooklyn, Eastern District, Dispensary and Hospital, 106 S. 3rd street..... | 4,536 | 4,349 | 13,154 | 12,232 | 5,625 | 5,496 |
| Brooklyn, Eastern District, Homeopathic Dispensary Association, 194 S 3rd street..... | 3,573 | 4,741 | 10,788 | 17,580 | 10,788 | 17,580 |
| Brooklyn Eye and Ear Hospital Dispensary, 94 Livingston street..... | 15,886 | 16,306 | 60,739 | 63,756 | 19,356 | 16,554 |
| Brooklyn Hospital Dispensary, Raymond street and DeKalb avenue. | 7,190 | 6,707 | 14,494 | 10,425 | 4,985 | 3,774 |
| Brooklyn Orthopedic Dispensary, Raymond street and DeKalb avenue..... | 137 | 234 | 439 | 418 | 212 | 175 |
| Bushwick and East Brooklyn Dispensary, 1095 Myrtle avenue..... | 4,502 | 4,004 | 12,596 | 10,426 | 11,993 | 9,313 |
| Central Homeopathic Dispensary, 298 Howard avenue..... | 2,011 | 1,654 | 7,295 | 7,440 | 6,534 | 7,652 |
| Children's Mission Dispensary, 125 Eagle street..... | 682 | ..... | 6311 | ..... | 6314 | ..... |
| College of Physicians and Surgeons (St. Mary's Hospital), Prospect place..... | 4,916 | 4,346 | 9,143 | 7,604 | 11,308 | 4,575 |
| Cumberland Street Hospital Dispensary, 109 Cumberland street.. | 2,395 | 4,186 | 7,139 | 15,332 | 6,093 | 9,602 |
| East New York Dispensary, 129 Watkins street..... | 603 | 1,042 | 1,808 | 3,126 | 1,800 | 3,286 |
| Fifteenth Street Baptist Church Dispensary, 15th street and 4th avenue..... | 478 | 388 | 1,245 | 996 | 1,684 | 1,265 |
| Gates Avenue Homeopathic Dispensary, 13 Gates avenue..... | 1,527 | 1,386 | 6,388 | 7,275 | 5,832 | 6,656 |
| Helping Hand Dispensary, 136 Lawrence street..... | 758 | 93 | 1,600 | 190 | 2,400 | 380 |
| Jewish Hospital Dispensary, 70 Johnson avenue..... | 15,293 | 9,694 | 17,045 | 17,593 | 18,559 | 20,535 |
| Kings County Hospital Dispensary, Clarkson street..... | 1,665 | 1,702 | 5,373 | 4,103 | 7,401 | 4,897 |
| Long Island College Hospital Dispensary, Henry and Amity streets | 16,272 | 17,306 | 46,231 | 49,238 | 22,587 | 24,469 |
| Long Island Throat Hospital Dispensary, 55 Willoughby street.... | 491 | 362 | 1,455 | 1,295 | 675 | 549 |

a. Estimated by managers; no record kept or records incomplete.

b. Not in operation during that year.

c. Not in operation part of that year.

LICENSED DISPENSARIES ON SEPT. 30, 1904.—Continued.

BOROUGH OF BROOKLYN.—Concluded.

| | NUMBER OF DIFFERENT PERSONS TREATED AT THE DISPENSARY DURING THE YEAR ENDING SEPT. 30. | | TOTAL NUMBER OF TREATMENTS AT THE DISPENSARY DURING THE YEAR ENDING SEPT. 30. | | TOTAL NUMBER OF PRESCRIPTIONS DISPENSED DURING THE YEAR ENDING SEPT. 30. | |
|--|--|---------|---|---------|--|---------|
| | 1903. | 1904. | 1903. | 1904. | 1903. | 1904. |
| Lutheran Dispensary, East New York avenue and Powell street .. | 1,186 | 2,285 | 1,984 | 2,737 | 1,320 | 2,190 |
| Memorial Dispensary, 811 Bedford avenue..... | 1,880 | 1,780 | 4,071 | 4,113 | 7,581 | 5,519 |
| Memorial Hospital for Women Dispensary, Classen and St. Mark's avenues..... | c983 | 99 | c3,668 | 319 | c2,682 | 288 |
| Methodist Episcopal Hospital Dispensary, 6th street and 7th avenue..... | 11,762 | 11,281 | 17,513 | 18,594 | 12,923 | 12,344 |
| Folhemus Memorial Clinic, Henry and Amity streets..... | d | d | d | d | d | ..... |
| Reception Hospital Dispensary, Sea Breeze avenue, Coney Island.... | 902 | 930 | 1,748 | 2,446 | 3,225 | 2,451 |
| St. Catherine's Hospital Dispensary, 250 Bushwick avenue..... | 2,376 | 2,392 | 5,059 | 5,993 | 8,513 | 8,857 |
| Twenty-sixth Ward Homeopathic Dispensary, Atlantic and Van Siclen avenues..... | 965 | 570 | 1,749 | 951 | 1,481 | 1,040 |
| Williamsburg Hospital Dispensary, Bedford avenue and S. 3rd street | c3,255 | c3,251 | 9,551 | c6,964 | 1,866 | 2,511 |
| Total..... | 115,248 | 110,480 | 282,394 | 289,678 | 200,247 | 188,017 |

BOROUGH OF BRONX, RICHMOND AND QUEENS.

| | | | | | | |
|--|-------|--------|--------|--------|--------|--------|
| Bronx Eye and Ear Infirmary, Bronx..... | 287 | c1,074 | 1,522 | c5,832 | 144 | 713 |
| Fordham Hospital Dispensary, Bronx..... | 2,111 | 2,818 | 5,108 | 5,743 | 6,123 | 6,478 |
| Lebanon Hospital Dispensary, Bronx..... | 1,332 | 4,632 | 14,518 | 14,953 | 8,587 | 10,800 |
| S. R. Smith Infirmary, Richmond.. | 424 | 456 | 1,115 | 1,220 | 130 | 181 |
| Hospital and Dispensary, Town of Flushing, Queens..... | 508 | 667 | 1,020 | 1,708 | 347 | 230 |
| Total..... | 4,662 | 9,646 | 23,283 | 29,456 | 15,331 | 18,402 |

OUTSIDE OF NEW YORK CITY.

| | | | | | | |
|---|-------|-------|--------|--------|-------|--------|
| Albany City Free Dispensary Association, Albany..... | 1,168 | 1,062 | 4,671 | 3,791 | 2,385 | 2,039 |
| Albany City Homeopathic Hospital Dispensary, Albany..... | 2,326 | 1,896 | 3,381 | 3,593 | 1,985 | 1,422 |
| Albany Hospital Dispensary, Albany | 784 | 759 | 3,058 | 2,720 | 3,552 | 3,101 |
| Buffalo Eye and Ear Infirmary, Buffalo..... | 2,375 | 2,494 | 12,652 | 12,418 | 3,800 | 4,083 |
| Charity Eye, Ear and Throat Hospital Dispensary, Buffalo..... | 1,548 | 1,770 | 9,379 | 10,109 | 1,569 | 1,473 |
| City Mission Dispensary, Albany.. | 136 | 94 | 218 | 216 | 207 | 211 |
| City Mission Branch Dispensary, Albany..... | 66 | 58 | 449 | 347 | c399 | 325 |
| Cohoes Hospital Association, Eye and Ear Department, Cohoes.... | 158 | 40 | 285 | 150 | 50 | 39 |
| Emergency Hospital, Sisters of Charity, Buffalo..... | 2,794 | 2,516 | 5,311 | 6,137 | 410 | 258 |
| German Hospital of City of Buffalo, Free Dispensary, Buffalo..... | 1,636 | 1,724 | 5,566 | 6,425 | 3,236 | [3,575 |

- a. Estimated by managers; no record kept or records incomplete.
 c. Not in operation part of that year.
 d. Not doing dispensary work.

LICENSED DISPENSARIES ON SEPTEMBER 30, 1904.—*Concluded.*OUTSIDE OF NEW YORK CITY—*Concluded.*

| | NUMBER OF DIFFERENT PERSONS TREATED AT THE DISPENSARY DURING THE YEAR ENDING SEPT. 30. | | TOTAL NUMBER OF TREATMENTS AT THE DISPENSARY DURING THE YEAR ENDING SEPT. 30 | | TOTAL NUMBER OF PRESCRIPTIONS ^a DISPENSED DURING THE YEAR ENDING SEPT. 30. | |
|--|--|-------|--|-------|---|-------|
| | 1903. | 1904. | 1903. | 1904. | 1903. | 1904. |
| Good Samaritan Dispensary, Yonkers..... | 33 | c26 | 70 | c47 | 63 | 43 |
| Hospital Association, City of Schenectady, Dispensary, Schenectady | 1,691 | 1,503 | 5,582 | 6,012 | 140 | 729 |
| Mount Vernon Hospital Dispensary, Mt. Vernon..... | 138 | 236 | 378 | 779 | 103 | 48 |
| Nassau Hospital Association Dispensary, Mineola..... | 119 | 120 | 404 | 303 | ..... | ..... |
| Nyack Hospital Dispensary, Nyack. | 31 | 28 | 127 | 110 | ..... | ..... |
| Ossining Hospital Dispensary, Ossining..... | 220 | 187 | 322 | 326 | 253 | 200 |
| Riverside Hospital, Out-Patient Department, Buffalo..... | 500 | 1,027 | 3,600 | 7,203 | 23 | 400 |
| Rochester City Hospital Dispensary, Rochester..... | 1,329 | 1,234 | 5,969 | 5,059 | 6,892 | 5,660 |
| Rochester Homeopathic Hospital, Free Dispensary, Rochester..... | 1,206 | 1,072 | 3,628 | 3,477 | 2,590 | 2,655 |
| St. John's Riverside Hospital Dispensary, Yonkers..... | 2,897 | 2,876 | 7,538 | 7,537 | 4,046 | 3,640 |
| St. Joseph's Hospital Dispensary, Yonkers..... | 1,632 | 1,931 | 4,335 | 4,413 | 1,328 | 1,806 |
| St. Peter's Hospital Dispensary, Albany..... | 1,291 | 1,647 | 4,008 | 5,989 | 5,164 | 7,269 |
| Samaritan Hospital Dispensary, Troy..... | 301 | 395 | 1,496 | 1,928 | 278 | 363 |
| Saratoga Hospital Dispensary, Saratoga Springs..... | 544 | 276 | 737 | 888 | 211 | 332 |
| Syracuse Free Dispensary, Syracuse | 1,689 | 1,806 | 8,316 | 9,202 | 6,155 | 6,455 |
| Troy Hospital Association Dispensary, Troy..... | 1,121 | 1,033 | 4,657 | 4,972 | 1,160 | 1,600 |
| University of Buffalo Dispensary, Buffalo..... | 1,152 | 1,039 | 4,147 | 4,214 | 1,000 | 990 |
| Utica Dispensary, Utica..... | c44 | c145 | c53 | c312 | c42 | 432 |
| Total..... | 28,929 | ..... | 100,239 | ..... | 47,043 | ..... |

^aEstimated by managers; no record kept or records incomplete.^cNot in operation part of that year.

APPENDIX C.

Draft of a letter to be sent to the President of the Board of Managers of licensed dispensaries about September first of each year.

STATE OF NEW YORK,

STATE BOARD OF CHARITIES.

ALBANY, N. Y., September 1, 1904.

Mr. T. C. SMITH, *President Board of Managers, Crescent Dispensary, New York City:*

Dear Sir.—Rule eight of the Dispensary Rules and Regulations adopted by this Board pursuant to section 21 of chapter 368. Laws of 1899, provides “That the managers of dispensaries shall comply with the orders of the local board of health, and shall annually make a minute showing compliance therewith upon their official records, on or before September 30 in each and every year.” The purpose of this rule is to bring to the notice of the managers each year the question of proper sanitation, with a view to securing compliance with all regulations and orders of the local board of health. Sections 133, 134 and 138 of the Sanitary Code of the city of New York, require the officers and physicians in dispensaries to report all cases of contagious, communicable and certain parasitic diseases to the Department of Health, and section 140 requires that a suitable room or rooms be provided for the temporary isolation of persons suffering from infectious diseases. Similar regulations obtain in other cities of the State. As the fiscal year is about completed, permit me to call your attention to the desirability of taking the action contemplated by rule eight, before the 30th of the present month, in case such a minute has not already been adopted.

For the assistance of the managers of dispensaries a sample minute of compliance with the above mentioned rule is enclosed. Such a memorandum should be made a matter of record on the minutes of the Board of Managers and a copy of the same either filed at the dispensary or entered on the records there, so as to

be available for examination by the Board's inspector on his next visit.

Bespeaking for this matter your interest and coöperation,
I am, Very respectfully yours,

Secretary.

SAMPLE MINUTE OF COMPLIANCE.

.....New York

.....190..

The following minute is made in compliance with Rule VIII of the rules and regulations governing licensed dispensaries in the State of New York, made pursuant to chapter 368, Laws of 1899, which rules were amended October 10, 1900.

This is to certify that to the best of my knowledge and belief the.....Dispensary is in a good sanitary condition, has complied with all of the ordinances and orders of the local Board of Health which affects dispensaries, and that since September 30, 1903, no orders of the local Board of Health have been issued against this institution which are not complied with fully.

(Signed).....;

Chief Physician.

REPORT
OF THE
COMMITTEE ON EDUCATION.

463

REPORT.

To the State Board of Charities:

The following report is respectfully submitted by the Committee on Education for the consideration of the Board:

At the threshold of charitable work is the relief of immediate want. The poor should be fed, clothed and properly housed. After these immediate needs are met, however, there are other and perhaps higher claims upon the State's beneficence. The reports show that there are not far from 31,000 children in the various institutions under the jurisdiction of this Board, and it would appear that, in the main, they are properly cared for. But most of these children are developing daily toward citizenship, and if they are to become the citizens that the State wants, account must be taken of the proper means to secure intellectual and moral development. From such observations as the present force of inspectors has been able to make while carrying on the regular work of inspection, it appears that there is no uniform system of education in the various institutions under the jurisdiction of this Board; there is no uniformity as to the length of attendance upon school sessions; indeed, it is a grave question whether the State itself is not a most serious evader of its own compulsory education law; there are no requirements by which to test the ability of teachers, and, in general, about the most impressive consideration connected with this department is the necessity for some more complete organization of the educational work that is being done, or that should be done, in the various institutions within our jurisdiction. The most efficient institutions should not object to this; the least efficient should welcome it; all would benefit from it. It is the earnest hope of your committee that an inspector may be obtained to take up this work in the near future.

Meanwhile, your committee believes that the time has come when the larger educational work of the Board may well be undertaken in a more public way. The people of the State, always interested in the State's charitable work, and always desirous that it should be efficient and adequate, would, it is believed,

welcome opportunities to become better acquainted with the work that is being done by the organized charities of the State, and to the end that our work may be better known, both in our own and in other States, your committee offers the following suggestions:

We recommend the establishment, as soon as practicable, of a system of public lectures under the supervision of the Board.

I. The effort and purpose of this system should be to co-operate with the colleges, universities and all institutions of higher learning in the State, by supplementing the instruction already given in their department of sociology and allied departments, with lectures by the best available authorities on the practicable side of the various departments of charitable work. It should also coöperate in the same manner with all charitable and educational societies in the State who would care to undertake such work in their various communities.

II. Regarding the field to be covered in these lectures, as a tentative suggestion, we recommend the classification of charities and correction adopted by the Department of Social Economy at the St. Louis Exposition be adopted as the province and classification of this proposed lecture system. Additional classifications may be added as the work seems to call for them.

The proposed classification is as follows:

1. Destitute, neglected and delinquent children.
2. Institutional care of destitute adults.
3. Care and relief of needy families in their homes.
4. Hospitals, dispensaries and nursing.
5. The insane, feeble-minded and epileptic.
6. Treatment of criminals; identification of criminals.
7. Supervisory and educational movements.

III. Lecturers. To present these various subjects to the public it is suggested that the following gentlemen could probably be secured as the staff of lecturers of the State Board of Charities:

1. On the care of children, Hon. Homer Folks, Secretary of the State Charities Aid Association, New York City.
2. On the care of destitute adults, Mr. Robert W. Hebbard, Secretary of the State Board of Charities, Albany.
3. On the care of families in their homes, Mr. Edward T. Devine, General Secretary of the Charity Organization Society.

4. Hospitals, dispensaries, etc., (1) Hon. E. Vine Stoddard, M. D., President State Board of Charities; (2) Hon. Stephen Smith, M. D., Vice-President State Board of Charities.

5. Care of the insane, Hon. William Mabon, M. D., President State Commission in Lunacy.

6. Treatment of criminals, Rev. Samuel Barrows, D. D., Secretary Prison Association of New York.

7. Care and education of defectives, Dr. Robert W. Hill, Superintendent of State and Alien Poor, State Board of Charities.

8. Supervisory and educational.

We may fairly expect the coöperation of the universities and various local charitable organizations in this work. Your committee has not yet been able to communicate with all of the presidents of our leading educational institutions, but we have received responses from those to whom the proposition has been presented, which may be taken to represent the probable attitude of the universities toward the proposed plan of work. All these responses have been favorable to its establishment.

It is suggested that this proposed coöperation can be most efficiently secured by a central management at the office of the State Board of Charities. In this way schedules of lectures may be made up as occasion may demand and all necessary correspondence cared for promptly.

In further development of this educational policy it is respectfully suggested that the Board take into consideration the feasibility of issuing public leaflets from time to time for general distribution. These pamphlets might well treat of the subject included in the general topic of the "Home Treatment of Children and of the Defective and Delinquent Classes." A list of topics showing the general subjects which might properly be included in such a series of pamphlets and which has been compiled by Superintendent of Inspection William B. Buck, is appended to this report.

And your committee further suggests to the Board the advisability of taking into consideration the re-establishment of the "Quarterly Record," heretofore published by this Board, or of the circulation of some similar publication to the end that the many papers of value to students of charities and correction and to the public in general, may be preserved in convenient form for reference and distribution.

RESULTS.

What results may fairly be expected from this work :

1. We may fairly look for a better diffusion of knowledge of charitable work not only among the educational centers, but generally throughout the State. Friends of the universities will take interest, of course, and the newspapers by reporting the lectures may be expected to do their share in making this knowledge more general.

We ought also to be able to interest our college and university students in this work. From these will come a share at least of our workers in the future, and it is to be noted that this class of young men and women is entering this work in ever-increasing numbers. It should be remembered, too, that these are to be, in some degree, the future leaders of opinion in their various communities, and their intelligent and friendly appreciation of our work cannot fail to be of valuable assistance.

And finally, the work proposes to emphasize the importance of the educational responsibilities of this Board, and so should prove useful toward making more satisfactory present educational conditions in the institutions under our control.

Your committee regards this as largely a tentative report for your consideration and suggestion; we do not propose a new departure. The principle has already been applied. Such work is already being done in the departments of education and agriculture. It touches a most important side of our work and your committee believes that the time is at hand when we can with propriety take this step forward. If that coöperation comes which we may rightfully expect from our educational institutions and from the public, the bonds of interest and loyal support between these institutions, the public, and the State Board of Charities will be measurably strengthened to the ultimate mutual benefit of all.

RALPH W. THOMAS, *Chairman.*

STEPHEN SMITH,

SIMON W. ROSENDALE,

Committee on Education.

Suggestions for a series of pamphlets upon subjects relating to hospital and institution management, to be sent to the officers and managers of institutions under the supervision of the Department of Inspection.

A. GENERAL SERIES.

1. The Charitable Policy of New York State.
2. Duties and Privileges of Boards of Managers (Supervision).
3. The Finances and Accounts of Charitable Societies and Institutions.
4. Books and Records of Charitable Societies and Institutions.
5. Food and Diet in Charitable Institutions.
6. The Place of Steward in the Economy of Institutions.
7. Means for Securing and Retaining Competent Employees.
8. Fire Protection for Residents of Institutions.
9. Sanitation in Charitable Institutions.

B. A SERIES FOR OFFICERS AND MANAGERS OF INSTITUTIONS AND SOCIETIES HAVING THE CARE OF CHILDREN.

1. Historical Sketch (covering New York State chiefly).
2. The Principles of Modern Institutional Care and Training for Children.
3. A Proper Classification for Children in Institutions.
4. Some Advantages of the Cottage System.
5. The Child-Family.
6. How to Keep Institution Children in Health.
7. Modern Teaching Methods as Applied to Institution Schools.
8. A Practical System of Records for Children's Institutions.
9. Hints in Regard to the Clothing of Institution Children.
10. Rational Methods of Punishment.
11. Games and Sports for Institution Children.
12. Some Qualities of a Good Caretaker.

13. When to Place Out Children.

14. Modern Placing-out Methods.

C. FOR OFFICERS AND MANAGERS OF HOSPITALS.

1. The Hospital Superintendent.

2. The Selection and Duties of Visiting Physicians and Surgeons.

3. The Selection and Duties of the Resident Staff.

4. How to Secure and Train Competent Nurses.

5. Useful Hospital Records.

6. A Word for and to the Patients.

7. Modern Hospital Equipment, Superintendent New York Hospital.

D. MISCELLANEOUS.

1. The Essentials of Good Fresh Air Work.

SPECIAL REPORT

OF THE

COMMITTEE ON EDUCATION

IN REFERENCE TO

INQUIRY INTO EDUCATIONAL CONDITIONS IN INSTI-

TUTIONS SUBJECT TO INSPECTION BY THE

STATE BOARD OF CHARITIES.

REPORT.

To the State Board of Charities:

The Committee on Education would respectfully submit the following report in regard to the special inquiry instituted by this Committee with reference to the educational work carried on in the several State institutions, the schools for the blind, deaf and dumb, and in 124 privately managed homes for children in receipt of public money and subject to inspection by this Board.

This inquiry was conducted by the regular inspectors of this Board in connection with their customary duties, and consequently continued over a considerable period (parts of two years). The matters in regard to each institution covered by the inquiry were as follows:

1. The number of inmates in the institution and the proportion of public and private charges.
2. The ages of the inmates.
3. The numbers attending the asylum, public and parochial schools, respectively.
4. The numbers and ages of those receiving instruction in the common school branches, manual training, industrial work, and the trades, respectively.
5. The reasons for the failure of any inmate to receive instruction.
6. The supervision of the educational work of the institution exercised by an independent authority, if any.
7. The salaries paid teachers, if any.
8. The grade of certificate or diploma held, if any.
9. The nature and extent of the experience of teachers.
10. The number of grades and the number of pupils in each grade.

11. The studies pursued in each grade and the text-books used.

The results of the inquiry, so far as they affect the educational work in homes for children, appear in condensed form as follows:

Number of homes and branches examined..... 124

1.

| | |
|----------------------|--------|
| Number of boys..... | 15,964 |
| Number of girls..... | 11,619 |

Total number of inmates..... 27,583

| | | |
|---------------------------------|--------|---------------|
| Number of public charges..... | 21,198 | |
| Number privately supported..... | 6,385 | |
| | | <u>27,583</u> |

2. *Ages of Children.*

| | |
|------------------------|---------------|
| Under two..... | 1,722 |
| Two to five..... | 3,214 |
| Five to eight..... | 5,595 |
| Eight to twelve..... | 9,620 |
| Twelve to sixteen..... | 6,773 |
| Over sixteen..... | 659 |
| Total | <u>27,583</u> |

3. *School Relations.*

| | |
|------------------------------|---------------|
| Institution schools | 20,070 |
| Public schools | 2,622 |
| Parochial schools | 67 |
| Otherwise instructed | 501 |
| Total number instructed..... | 23,260 |
| Not instructed | 4,323 |
| Total | <u>27,583</u> |

4. *Kinds of Work in Schools.*

| | |
|---|-----|
| Number schools having common school work.... | 121 |
| Number schools having manual training classes. | 18 |
| Number schools giving industrial training | 70 |
| Number schools giving shop work | 10 |
| Number schools giving kindergarten training ... | 43 |

Distribution of Pupils, Asylum Schools.

| | |
|----------------------------------|--------|
| Common school classes..... | 18,235 |
| Manual training classes..... | 941 |
| Industrial training classes..... | 4,352 |
| Kindergarten classes | 1,835 |
| Shop work | 1,631 |

5. *Ages of Children in Asylum Schools.*

| | |
|--------------------------|-------|
| Two to five years..... | 1,266 |
| Five to eight years..... | 4,775 |

| | |
|------------------------------|-------|
| Eight to twelve years..... | 8,207 |
| Twelve to sixteen years..... | 5,589 |
| Over sixteen years..... | 233 |

| | |
|-------------|--------|
| Total | 20,070 |
|-------------|--------|

6. *Supervision of School Work.*

| | |
|--|----|
| Regular examinations by outside authority..... | 28 |
| Annual examinations by outside authority..... | 8 |
| No examinations by outside authority..... | 70 |

106

Regular Examinations.

| | |
|--|----|
| Manhattan | 4 |
| Brooklyn | 5 |
| Outside New York City (Troy 3, Buffalo 3, Rochester 2, Syracuse 1, Utica 1, scattering 9)..... | 19 |

28

7. *Remuneration of Teachers.*

| | |
|-----------------------------|-----|
| Salaried teachers | 249 |
| Unsalariated teachers | 243 |

492

8. *Training of Teachers.*

| | |
|---|----|
| Graduates of high schools | 17 |
| Graduates of normal schools | 72 |
| Graduates of colleges or universities.... | 9 |

Total 98

| | |
|--|-----|
| Not graduates of any of above schools..... | 394 |
|--|-----|

492

Certificates of Teachers.

| | |
|--|----|
| Holders of first-grade certificates | 79 |
| Holders of second-grade certificates | 26 |
| Holders of third-grade certificates | 24 |
| Holders of fourth-grade certificates or licenses | 3 |

| | |
|---|-------|
| Total number holding certificates | 132 |
| Total number not holding certificates of any kind | 360 |
| | <hr/> |
| | 492 |
| Number not graduates or holders of certificates.. | 262 |
| | <hr/> |
| 9. <i>Experience of Teachers.</i> | |
| Less than one year..... | 30 |
| From one to two years..... | 30 |
| From two to three years..... | 34 |
| From three to five years..... | 75 |
| From five to ten years..... | 144 |
| Ten or more years..... | 179 |
| | <hr/> |
| | 492 |
| | <hr/> |
| 10. <i>Grading of Schools.</i> | |
| Number of graded schools..... | 92 |
| Number of ungraded schools (3 kindergartens) .. | 14 |
| | <hr/> |
| | 106 |
| | <hr/> |
| 11. <i>Kinds of Text-books Used.</i> | |
| Standard text-books used..... | 102 |
| No text-books (kindergartens)..... | 4 |
| | <hr/> |
| | 106 |
| | <hr/> |

From a study of the above tables it appears that of the 27,583 children in these institutions at the time of inspection 23,260 were receiving instruction either in schools or shops and 4,323 were not being instructed. Of the 23,260 children receiving instruction, 20,070 were attending regular classes in the institution, 2,622 were attending the public schools, 67 the parochial schools and 501 were receiving industrial or other training but not in regularly organized classes. In but 69 of the 124 schools was any kind of industrial training given; in only 17 were manual training classes carried on. In 10 of these homes the children are employed at shop work, i. e., the manufacturing or repairing of articles of clothing, furniture and the like.

Twenty thousand and seventy children attending school in the institution were instructed by 492 teachers—an average of 37 children to each instructor in the common school classes and 36

in the kindergarten classes. Of these 492 teachers 249 were paid and 243 or nearly one-half were unsalaried, 17 were graduates of a high school only, 72 of normal schools and 9 of colleges or universities. Seventy-nine held first-grade certificates, 26 second-grade, 24 third-grade, and 3 fourth-grade or a license, while 260 or more than one-half of the entire number of teachers had no certificates or high school, normal or college training. Thirty teachers had less than a year's experience; 30 from 1 to 2 years; 34 from 2 to 3 years; 75 from 3 to 5 years; 144 from 5 to 10 years; and 179, 10 or more years. Ninety-two schools were graded; 11 ungraded. Standard text-books were in use in 102 of 119 schools and in the case of 28 schools a regular examination by some competent outside authority was conducted.

The following table shows the character and extent of the educational work of various kinds carried on in these schools:

| CHARACTER OF WORK. | Number of schools. | Number of teachers. | Number of pupils. |
|-----------------------------|--------------------|---------------------|-------------------|
| Common school branches..... | 97 | 440 | 18,325 |
| Manual training..... | 18 | | 941 |
| *Industrial training..... | 70 | | 4,352 |
| †Shop work..... | 10 | 52 | 1,831 |
| Kindergarten..... | 43 | | 1,835 |

In 99 homes all instruction is given on the premises; in two homes for young children the only educational work is a kindergarten; in 12 cases the children attend the public schools and in one case the parochial school, no educational work being carried on in the home; in three other instances they attend the public schools and the smaller children have kindergarten work in the home; in seven institutions industrial training is given in the home and the children attend the public schools as well. In one home kindergarten work and in another industrial classes are conducted, while the children go to the parochial school for their other classes.

The most noteworthy and striking facts which this inquiry developed were, briefly:

1. That the education of the children in 99 out of 124 of these homes is conducted on the premises, thus restricting to this extent the experience of the children.

2. That of the 492 teachers giving instruction to 20,070 children but 249 were paid† for their work, while 243 or practically one-

*In the term "Industrial Training," as here used, is included instruction in gardening, cooking, sewing, and all kinds of house and farm work.

†The term "Shop Work" is here used to include the manufacture or repair of furniture, clothing and other articles for the use of the institution, or on contract.

‡This includes teaching sisters and others who receive salaries as low as \$100 per annum and maintenance in some cases.

half the entire number were unsalaried, (i. e. received no cash salary whatever at most, only maintenance).

3. That only 98 of these 492 teachers were graduates of high schools, normal schools, colleges or universities.

4. That only 132 out of 492 teachers had a first, second, third or fourth-grade certificate or a license of any kind.

5. That 260 teachers or more than one-half the entire number were without a teacher's certificate of any kind or a diploma from a high school, normal school, college or university.

In view of the facts secured by the Committee on Education it is extremely doubtful whether the average child in these homes is receiving as good a common school training as the average child in the public school. It is obvious that with its present staff this Board is not in a position to supervise this work adequately and intelligently and as a result the educational interests of the 31,000 children in these homes may suffer.

A preliminary inquiry into the question of the status of these asylum schools indicates that while the constitution of the State specifically directs that "the Legislature shall provide for the maintenance and support of a system of free common schools wherein *all* the children of this State may be educated," yet there is no provision in the law or the machinery of the department of education for including these schools in the general educational system of the State. Twenty-four of these schools in New York City and not to exceed ten in other parts of the State are now supervised to a greater or less extent by the local educational authorities and are accordingly to a degree a part of the local system of education, but there is no uniform provision for the education of these 31,000 odd children or for the proper oversight and correlation of the work of the various schools in which these children are trained. The anomaly is accordingly presented whereby more than 30,000 children in the State are not included in the general educational system of the commonwealth and are not given the advantages inhering in that system, and, as this inquiry shows, are not receiving as comprehensive and thorough a training at the hands of qualified teachers as are the children in the other common schools of the State.

Respectfully submitted,

RALPH W. THOMAS,

Chairman.

STEPHEN SMITH, M. D.,

S. W. ROSENDALE,

Committee.

REPORT

OF THE

COMMITTEE ON ALMSHOUSES.

479

REPORT.

To the State Board of Charities:

The Committee on Almshouses begs leave to submit the following report for the year ending September 30, 1904:

ALMSHOUSE INSPECTION.

The general condition of the almshouses of the State is fairly satisfactory. Judged by the high standard of the State Board of Charities, almost all are capable of improvement, but in a majority of cases such improvements are structural and not administrative, for, as a rule, the administration of these institutions is reasonably satisfactory. The body of superintendents, keepers, matrons and other officers is for the most part composed of capable men and women who are interested in the welfare of those under their charge.

CHILDREN IN ALMSHOUSES.

The inspection of the almshouses disclosed the fact that in some of these institutions children are maintained contrary to section 56 of chapter 225 of the Laws of 1896, which says in part:

“Nor shall any county superintendents, overseers of the poor, board of charity, or other officer, send any child under the age of sixteen years, as a poor person, to any county almshouse, for support and care, or retain any such child in such almshouse, but shall provide for such child or children in families, orphan asylums, hospitals or other appropriate institutions for the support and care of children as provided by law, except that a child under two years of age may be sent with its mother, who is a poor person, to any county almshouse, but not longer than until it is two years of age.”

It is unfortunate that the plea of economy should be permitted to sway public officers from their required duty under the statute. Compulsory association of children with inmates of almshouses is a serious offense, for the permanent moral degradation of the child and a career as a pauper or criminal may well be expected

to follow any long continued association with such inmates. The child should have the full protection and opportunity which the law intends it should receive, and no question of expense to the county should deprive the dependent child of proper guardianship in a suitable home or institution.

VETERANS.

Section 80 of chapter 225 of the Laws of 1896, as amended by chapters 83 of the Laws of 1899 and 475 of the Laws of 1900, prohibits the maintenance in any almshouse of poor or indigent soldiers, sailors or marines, who have "served in the military or naval service of the United States," their families, or the "families of any who may be deceased." This section requires that all such "shall be relieved and provided for at their homes in the city or town where they may reside, so far as practicable," and that the necessary funds for the maintenance of such dependent veterans or members of their families shall be provided in the several counties, to be drawn upon by the commander and quartermaster of the nearest post of the Grand Army of the Republic, and that written request of such commander and quartermaster, and recommendation of the relief committee of a Grand Army post located in the nearest town or city, shall be sufficient authority for the expenditure of the necessary relief fund.

Under these provisions the maintenance of veterans in almshouses is illegal, yet recent inspections have shown their presence in two of the almshouses, and their maintenance therein in violation of law. Their presence was noted at the time of the last inspection, when the attention of the county superintendent was called by the inspector to the section of the Poor Law cited above.

The provisions made by the State for dependent veterans are of such a character that there is no excuse for their presence in an almshouse. In many instances these veterans prefer the almshouse to the soldiers' homes, the more lax discipline permitting greater freedom and giving opportunities for the indulgence of vicious propensities. Those who voluntarily seek a refuge for such a reason, or who may for any other reason desire to live in the almshouse, should be turned over to the care of the nearest Grand Army post by the county superintendents or the overseers of the poor of the towns wherein such dependent veterans may

reside. Your Committee recommends that the attention of the nearest Grand Army Post in each instance be called to the violations of law.

IDIOTS AND EPILEPTICS.

The Committee on Almshouses does not deem it necessary in this report and at this time to dwell upon the presence of idiots, epileptics and feeble-minded persons in the almshouses, a considerable number of such afflicted persons being found in almost every almshouse, further than to reiterate that the presence of persons belonging to these classes of dependents in an almshouse is dangerous and demoralizing and should not be tolerated.

ALIENS.

The extraordinary increase of immigration into the United States during the past fiscal year has naturally resulted in the admission of many aliens into the almshouses of the State. As a result of inquiry into the question of citizenship, which is a part of the examination of all applicants for public relief, many of these dependent aliens have been discovered, and, whenever possible, such persons have been returned to their homes in foreign lands.

During the year 47 aliens and nonresidents have been thus returned to their homes from the several counties, and during the same period about 200 other cases have received attention although such consideration did not result in deportation.

In this connection it may be well to direct attention to the matter of the discharge of aliens pending inquiry. In many instances aliens who should be deported have been permitted to leave some of the hospitals and almshouses during the inquiry into their status, sometimes even after the United States authorities had issued an order for deportation, and thus the effort to secure removal failed. The United States government does not undertake to hold aliens in charitable institutions pending inquiry; this must be done by the authorities of the institutions, but there is usually an unwillingness on their part to hold such persons and as a consequence a number of alien criminals, paupers and cripples, who will be a constant charge upon charity, or a menace to society, are permitted to go at large.

CLASSIFICATION.

In the way of structural improvement, many of the almshouses require additional equipment to insure the safety or health of the population, and for this reason, in the classification of reports of inspection, the absence of ample provision for the safety of the inmates has compelled the classification of reports on almshouses in the third class which in every other respect would properly receive classification in the first class. This classification of reports, therefore, in no way reflects upon the keepers and administrative staff, but is a suggestion to the supervisors that the safety of the inmate population has not been sufficiently provided for, and that the almshouse needs fire escapes, ample water, or such sanitary or other equipment as is essential in the properly equipped institution.

DETAILS.

The Commissioners for the several judicial districts submit annual reports covering the condition and needs of the almshouses within their districts. These contain the detailed information concerning improvements and needs, and reference is made to them in connection with this report, but your committee desires to commend the work of those in charge of the almshouses of the State. As a whole, it is indicative of conscientious regard for the welfare of the dependent poor, and shows conclusively the progressive tendency of the times.

Respectfully,

S. W. ROSENDALE,
RALPH W. THOMAS,
NEWTON ALDRICH.

October 10, 1904.

REPORT

OF THE

ALMSHOUSES AND PUBLIC HOSPITALS IN THE

FIRST JUDICIAL DISTRICT.

REPORT.

To the State Board of Charities:

As Commissioner of the First Judicial District of the State, I submit a report upon the public charitable institutions of the district for the fiscal year ending September 30, 1904. This report is in the form of a brief statement of the condition and needs of the several institutions. The growth of the city and the necessities of the service are such that the conditions at the time of any inspection will differ from those disclosed at a subsequent time. For this reason some of the requirements noted at the time have changed, but the general needs as described still remain and will until adequate provision is made for this important branch of the city's work.

Your Commissioner feels it necessary to call the attention of the Board to the failure on the part of the Board of Trustees of Bellevue and Allied Hospitals, to present to the State Board of Charities, for its approval, the plans for the new Bellevue, the new Harlem and new Fordham hospitals, and the additions and alterations to the Gouverneur hospital.

Your Commissioner thinks that the refusal of the Board of Trustees to conform to the law requires action by legal proceedings, if necessary, to enforce the provisions of the law and discharge this very important duty imposed upon the State Board of Charities.

The particulars in regard to the several public charitable institutions of the First Judicial District follow:

THE BELLEVUE AND ALLIED HOSPITALS. Central Office, Bellevue Hospital.

DR. JOHN W. BRANNAN, *President Board of Trustees:*

In their current work Bellevue and Allied Hospitals have necessarily continued along much the same lines as heretofore, yet the year has been an important one for these institutions.

The census at Bellevue Hospital for the first quarter of the year was the highest during the history of the institution, and emphasizes the necessity for enlarging the hospital capacity and for carefully considered plans to cover future growth of the city.

The proposed enlargements of Gouverneur, Harlem and Fordham Hospitals should be carried through without delay.

A contract has been awarded for the enlargement of Gouverneur Hospital. This will add the south wing, and also provide a building to be located between the two wings and facing east. This will accommodate the stable, ambulance house, and morgue.

A contract was also awarded for the erection of the new Harlem Hospital, upon a site on the east side of Lenox avenue, between One Hundred and Thirty-sixth and One Hundred and Thirty-seventh streets.

Land has been obtained for the new Fordham Hospital and the contract let for the new buildings.

A new system of keeping medical records went into general effect at the beginning of the year in all of the hospitals. The classification of the patients is not only according to the name but also conforms to scientific requirements in each case.

Dr. William Mabon, the Superintendent of Bellevue Hospital, resigned April 14, 1904, to assume the office of President of the New York State Commission in Lunacy.

Dr. Charles Norris was appointed director of the Pathological laboratories, the appointment to date from October 1, 1904. A laboratory was fitted up for his use in the building formerly used as a carpenter shop. The Pathologist will have direction of all work of this character throughout the department.

Recognizing the importance of a closer supervision of the food supplies, of proper preparation of foods, and the instruction of nurses in dietetics; a departmental dietitian was appointed September 1, 1904, and, as a consequence, the food and other supplies for all the hospitals have been sufficiently abundant, and, so far as noted, of good quality, and up to the standard required.

BELLEVUE HOSPITAL.

(First Avenue and 26th Street, New York City.)

DR. MICHAEL J. RICKARD, *Acting Superintendent.*

Bed capacity, 971. .

Officers and employees, 366.

Number of patients October 1, 1904, 765.

Whole number treated during the year, 29,726.

The crowded conditions of this hospital in the early part of the year made the erection of additional tents imperative. One was erected for the care and observation of male tuberculosis cases from the out-patient department; and one was put up for children.

Upon recommendation of the Board of Estimate and Apportionment, further changes were made in the plans for the New Bellevue, divesting the buildings of the dome and of ornamental features, but the changes do not affect the utility of the building for hospital purposes, although they will materially reduce the cost. Doubtless, the necessary appropriation will shortly be made to begin work.

Acting under the approval of the War Department, the Department of Docks and Ferries is to erect a sea wall along the river front and alter the bulkhead line; when completed, this will add materially to the area of Bellevue grounds, giving it approximately 70,000 square feet.

The reconstructed Cornell Building contains the bookkeeping and out-patient department upon the ground floor; and affords quarters for the women employees, and also the house surgeon, and some of the staff, upon the upper floors.

Although a fire brigade has been organized and frequent drills are held, the protection of the buildings from fire is entirely inadequate. Its construction, inadequate number of stand-pipes, with connected hose, the improper electric wiring, and the lack of a working interior fire alarm, renders the building unsafe. A number of trained fire patrolmen should be on duty both day and night, and steps be taken to safeguard the old building in every way possible during the remaining years of its use.

TUBERCULOSIS.

A tuberculosis clinic has been instituted in connection with the out-patient department, and a tent erected for the observation of male patients. In connection with the clinic, a system has been inaugurated by which patients are regularly visited in their homes by nurses from the hospital. From the hospital are provided milk and eggs in suitable quantities for those patients unable to provide the necessary food.

The men's prison ward, which was greatly overcrowded, has been enlarged. The prison and alcoholic wards for men have been placed in charge of a female head nurse. This will reduce to a minimum the complaints of abuse, which have, in the past been frequently made against this department.

No improvements beyond necessary repairs have been made at the emergency hospital. The service has been very heavy and difficult to maintain, by reason of the poor quarters. The work, considering the congestion of population and the limitations, has been well done and the nurses deserve commendation for it. The training school continues to furnish nurses for all the hospitals and gives careful instruction to its pupils.

GOUVERNEUR HOSPITAL.

(Gouverneur Slip, Corner Front Street, New York City.)

MISS JESSIE A. STOWERS, *Supervising Nurse.*

Bed capacity, 110.

Officers and employees, 66.

Number of patients October 1, 1904, 89.

Whole number treated during the year, 4,287.

The work at this hospital has been prosecuted under great difficulties. An interior telephone service was installed throughout the building. The addition of the new wing and the reconstruction of the main building necessitated the tearing down of the old building formerly used for the treatment of Trachoma patients, and these were treated in the main building. The sick children were placed in the other rooms when necessary, but were restored to their quarters later in the year, as the Health Board then provided a temporary structure, in which to conduct the Trachoma clinic.

The work of the out-patients' department has required the service of the special staff and frequently the assistance of the house doctors. In addition, a tuberculosis clinic was established, with a system of visitation of patients in their homes, by the nurses.

An additional appropriation of \$50,000 was made by the Board of Estimate and Apportionment, to cover unforeseen expenditures of construction.

HARLEM HOSPITAL.

(538 East 120th Street, New York City).

MISS SARAH A. GAINSFORTH, *Supervising Nurse.*

Bed capacity, 51.

Officers and employees, 41.

Number of patients October 1, 1904, 63.

Whole number treated during the year, 2,726.

The work of construction of the new Harlem Hospital has steadily advanced. Additional land was secured, and an appropriation of \$213,000 was made, with which to erect an ambulance station and powerhouse, and to equip the building with heating, ventilating and lighting apparatus. In order to add to the comfort of the patients and employees at the old hospital, a hot air furnace was installed in the out-patients' department, and improvements made in the matter of ventilation. The annex for the housing of female employees was rented and this is now connected with the main hospital by telephone.

Repairs were made in the plumbing, and the ventilation was improved in the hospital proper. During the latter part of the year the census decreased in this hospital, much to the general surprise.

FORDHAM HOSPITAL.

(90th Street and Aqueduct Avenue, New York City.)

MISS CARRIE GRAY, *Supervising Nurse.*

Bed capacity, 45.

Officers and employees, 28.

Number of patients October 1, 1904, 45.

Whole number treated during the year, 1,121.

The Board of Estimate and Apportionment, and the Board of Aldermen for 1904, approved the appropriation of \$80,000 for the purchase of the four acre plot belonging to St. John's College, Fordham.

Upon July 5, 1904, the Board of Estimate and Apportionment passed an appropriation of \$640,000 for the erection of a new hospital upon this site. The location upon Crotona avenue, near Pelham is a good one, and the main hospital, which is to be five

stories in height, will be modern in structure and equipment. To the north of the hospital, the nurses' home, also to be five stories in height, will be erected, and in the rear, smaller buildings are to be located. These will serve for laundry and dormitory purposes; for a power house, a stable and morgue. At the old hospital no improvements of note have been made. The building has been kept in good repair and a tent pavilion was erected to provide for any future overflow.

A new street is being cut through at the rear of the old hospital, which will interfere with the present stable and other out-buildings. It has been arranged that these buildings shall stand during the occupation of the city's lease of this property.

The census was considerably larger than that of the preceding year, owing partially to an epidemic of typhoid fever among the Italian laborers in the vicinity.

THE DEPARTMENT OF PUBLIC CHARITIES.

(Foot of East 26th Street, New York City.)

HON. JAMES E. TULLY, *Commissioner*; JAMES E. DOUGHERTY, *First Deputy Commissioner*; J. McKEE BORDEN, *Secretary*.

The work of this branch of the city government has been carried on in a capable and efficient manner under the new Commissioner.

Work has been continued upon a number of buildings, attached to the various hospitals, for which contracts were awarded during the previous year. The reception pavilion, morgue, laboratory building and storehouse at the New York City Children's Hospitals and Schools are among them, as were also the dormitory for male employees; the pavilions for paralytic and erysipelas patients at the City Hospital; the north wing of the Nurses' Home of the Training School; the rebuilding and alterations to the power house and laundry and the solarium at the Metropolitan Hospital; a domestic building; a central store and refrigeration plant; a new heating and electric lighting plant; a stable at the Kings County Hospital; a stone dormitory building for the men and three wooden cottages for the aged at the New York City Farm Colony.

Contracts were let for the erection of a new reception pavilion at the City Hospital; for fireproof glass enclosed balconies at the New York City Home for the Aged and Infirm, Brooklyn Division. A new site for the Municipal Lodging House was acquired and a considerable amount of money was appropriated for repairs. Most of the repairs were completed during the year.

TWENTY-SIXTH STREET PIER.

The double use of this pier by the Department of Charities and Department of Correction renders it a busy place. The division between these two departments would be more complete if there was another pier for the use of the Department of Correction, leaving this one to the sole use of the Department of Charities.

Extensive alterations were made in the offices upon the main floor at the east end of the pier. Quarters are now provided for the store keeper's department in which there is ample room for the examination of samples of food. The department dietitian has also been provided with an office there.

CRAMPED QUARTERS.

The offices occupied by the Bureau of Dependent Adults are not large enough for the amount of work that is required of that department, and more room is urgently needed. The rooms set aside for the overflow from the Municipal Lodging House have been renovated and the ventilation improved.

STEAMBOAT AND FERRY SERVICE.

The steamer "Brennan" was entirely overhauled and repaired during the year and a new and fully equipped ferryboat purchased for the Blackwell's Island service. Trouble is experienced by visitors and officials to Blackwell's Island caused by the irregularity of the service. Separate service should be instituted and maintained for the City Hospital and for the Metropolitan Hospital and Almshouse. The ferry boats from the latter institutions should make a landing at Eighty-sixth street in order to facilitate transportation across the city, as Eighty-sixth street has a cross-town line which runs from First to Eighth avenues.

Another needed and still more important improvement would

be the entire disassociation of the two Departments of Charities and one crew made up from both departments. Not only are visitors and inmates brought into close and unnecessary contact with the prison crews on these boats, but frequently prisoners are conveyed to and from the island at the same time with patients and visitors to the hospitals. This condition of affairs would be impossible if a ferry service and landings were provided entirely at the service and under the operation of the Department of Public Charities.

THE BUREAU OF DEPENDENT ADULTS.

(Foot of East Twenty-sixth Street, New York City.)

GEORGE W. MEEKS, *Superintendent.*

The new superintendent assumed charge January 1, 1904. No material changes have been made in the methods of conducting the business of the Bureau. The quarters are too small and are poorly arranged for the business to be transacted by the Department. It has to deal with a great number of applicants sent to it by the hospitals, both public and private, and with the Alms-house, the asylums, the Municipal Lodging House, as well as with the State almshouses and State institutions. The investigating of numbers of these cases as well as issuing countless numbers of passes to the island institutions and to the morgue, are part of the work of this Bureau.

During the year nearly 25,000 patients were inspected in these offices and \$109,543.90 was collected and \$106,934.37 was disbursed in abandonment and bastardy cases.

It will be an advantage to this Bureau to have better arranged offices. The second floor room might be more economically arranged than it is at present and this would place more space at the disposal of the Bureau. Another need of the Bureau is an interpreter. People of every nationality go to it for relief, and serious inconvenience is experienced by the applicant and the Bureau.

BUREAU OF DEPENDENT CHILDREN.

(66 Third Avenue, New York City.)

FREDERICK E. BAUER, *Superintendent.*

Some minor improvements were made to the offices occupied by this Bureau which continues to occupy quarters far too small for its business.

There was a considerable increase in the number of applications for the commitment of children, which aggregated during the year, 7,834. Nearly 5,000 investigations of children in institutions were made, while nearly 400 children boarding in families were supervised.

The Superintendent has asked for an increase of the clerical force. This increase of the force to keep pace with the increasing amount of business and more commodious quarters, are the principal needs of this Bureau.

The investigation of applications for the commitment of children and the investigation of children in institutions resulted in the payment of \$19,747.75 by parents for the maintenance of their children during the year. This payment, however, represents only a small part of the good due to the investigation. When parents are required to pay for the support of their children, they are less willing to commit them and are more willing to withdraw them from the institutions, and care for them at home.

EMPLOYMENT AGENT.

The employment agent of the Department of Charities has successfully carried on the special work of the Bureau. Work has been found for nearly 800 persons, in various hospitals and asylums. In order to expedite business, the agent's office has been furnished with a telephone. This employment bureau is intended to systematize the methods of securing the minor helpers in the public charitable institutions. It provides a registration office, and facilitates the filling of vacancies, and is a resource in emergencies. One result of its operation is that a better class of help is secured, as some effort is made to investigate applications. Heretofore, only the most superficial investigation was possible.

MUNICIPAL LODGING HOUSE.

(398 First Avenue, New York City.)

WILLIAM C. YORKE, *Superintendent.*

Bed capacity, 299.

Officers and employees, 15.

Number of lodgers for the year ending October 1, 1904, 67,031.

As in other departments of the city's charitable work the demands at the Municipal Lodging House, as shown by the census, have increased. The nightly crowded condition of the Lodging House and the overflow to the room on 26th street pier, emphasize the necessity for the erection of a modern and commodious lodging house upon the site recently acquired by the city. During the year 70,796 lodgers were cared for. The building has been kept in good repair, although it is not well adapted for the purpose; and the ventilation has been satisfactory owing to the operation of the electric ventilating fans. The means of protection in the event of fire are better than heretofore. The fire gong is equipped with an electric ringing attachment and the employees are organized into a fire brigade, which holds frequent drills.

It is to be regretted that suitable quarters adjacent to the lodging house have not been provided for the care of the overflow until such time as the new building is erected and placed in commission, but the room on the Twenty-sixth street pier has been used as a temporary measure. It is a poor place, but better than none. The new lodging house should be large enough to provide quarters for all applicants needing shelter.

THE CITY HOSPITAL.

(Blackwell's Island, opposite East 52d Street, New York City.)

JAMES D. LAMB, *Acting Superintendent.*

Bed capacity, 659.

Officers and employees, 192.

Number of patients October 1, 1904, 646.

Whole number of patients treated during the year, 8,781.

Owing to the death of Superintendent Joseph Schilling, which occurred in February, this hospital is now in charge of James E. Lamb, formerly the steward.

Some changes and repairs were made in the buildings. The pavilion for the care of erysipelas and paralytic patients was furnished and ready for occupancy, but had to be used in part to provide for the female employees, formerly domiciled in the laundry building, after the latter was partly destroyed by fire.

Appropriation was made and contracts let for the erection of a new reception pavilion and the work was well advanced during the year. A special appropriation was made for new boilers and alterations to the laundry building; 1,500 feet of new fire hose was installed and since then a more efficient fire drill has been maintained.

The building for the accommodation of male helpers has been finished and occupied. It furnishes comfort to the men quartered there.

A cottage for the accommodation of the superintendent and staff is needed. The rooms now occupied by them are unsuitable in size, uncomfortable and much needed for hospital purposes. A small building conforming in style and material to the hospital should be erected in front of, and to the east of the hospital for this purpose.

A domestic building is also a necessity. In this the storehouse, kitchen and dining rooms for employees could be established.

NEW YORK CITY TRAINING SCHOOL FOR NURSES.

(Blackwell's Island, opposite East 52d street, New York City.)

MARY S. GILMOUR, *Superintendent*.

Officers, nurses and employees, October 1, 1904, 166.

The north wing was finished and occupied during the year, and this with the south wing occupied late in the preceding year, and the dining pavilion, fully furnishes the room so long needed by the school. With the completion of the Nurses' Home, the Fifty-first street house was relinquished. Trained nurses at \$50 per month were substituted in place of the head nurse at \$30.

METROPOLITAN HOSPITAL.

(Blackwell's Island, opposite East 80th Street, New York City.)

JESSE B. MICKLE, M. D., *Superintendent.*

Bed capacity, 1,007.

Officers and employees, 304.

Number of patients October 1, 1904, 968.

Whole number of patients treated during the year, 8,879.

The Metropolitan Hospital has suffered from overcrowding perhaps more than any other and hardships have been imposed thereby upon both patients and the nursing staff. The solarium for the use of the consumptive patients was completed and occupied during the year and the reconstructed power plant and laundry put in commission. The interior telephone service was extended and one of the pavilions renovated to make room for the women help. Many necessary repairs were made and a number of jacketed steam kettles furnished for the kitchen. The building in which the kitchen is located, has quarters overhead for male employees. It has outlived its usefulness, and should be replaced by a service building modern in every detail.

An isolation pavilion for this hospital is also much needed as it is frequently necessary to retain cases of infection until proper disposition can be made of them.

A new wing for the hospital, a dormitory for male employees, and a kitchen for the infirmary are also urgent needs. The work at the infirmary is increasing, and an additional number of permanent tents for the outdoor treatment of patients is necessary. The regular work of the training school has been conducted as usual, although handicapped for lack of room. The classes in dietetics were held at the city hospital on this account.

An increase in the nursing force has been provided for and the number hereafter will be from 46 to 57, but before these can be appointed, enlarged quarters will have to be provided. A nurses' home might be erected upon the north end of the island at a distance from the hospital, and the old building could then be used as a dormitory for employees.

NEW YORK FARM COLONY.

(Third Ward, Borough of Richmond, Staten Island, New York City.)

JOSEPH B. PEARCE, JR., *Superintendent.*

Bed capacity, 465.

Officers and employees, 11.

Number of inmates October 1, 1904, 159.

Whole number of persons cared for during the year, 584.

During the year the stone dormitory building for men, which contains a central kitchen and dining-room, was furnished and occupied. This building is well constructed and provides satisfactory quarters. The men heretofore were domiciled in the old buildings which formed a part of the original almshouse. Three frame cottages were also completed. These are designated as "A," "B" and "C." "A," in charge of a trained female attendant, is now occupied by married couples. "B," in charge of the matron of the Colony, is for single and widowed women. Cottage "C," for old men, was finished, but is still unoccupied. A water storage tank for fire and domestic purposes was erected in connection with the three new cottages. A new cottage was let, and new plumbing installed in the old buildings.

Two additional wells were driven in order to supply the additional water required for the new buildings. The supply, however, is still inadequate. It is thought the borough power station draws water from all of the wells.

Thirty-eight acres of land were added to the farm. An excellent record was made by the superintendent of the Colony in growing vegetables for use in the institutions of the department. The crops during the year were worth about \$12,500. The dietary is good but the inmates like the food in the cottages better than that furnished to the inmates of the other buildings.

**NEW YORK CITY HOME FOR THE AGED AND INFIRM--
MANHATTAN DIVISION.**

(Blackwell's Island, opposite East Seventieth street, New York City.)

ROBERT ROBERTS, *Superintendent.*

Bed capacity, 2,613.

Officers and employes, 182.

Number of inmates October 1, 1904, 2,280.

Whole number of persons cared for during the year. 5,740.

Extensive repairs were made to the roofs of the buildings. The heating system in the office building and several of the pavilions has been extended and repaired and the sewing-room and shoe house were enlarged, the cellars of the hospital buildings opened to ventilation, and steam heat placed in all the shops.

Much valuable work has been done in the industrial department, such as making of bedding, clothing, mattresses, pillows, brooms and scrubbing brushes. The work done in these lines has saved the department a large amount of money besides affording occupation for some of the inmates. Three of the wooden cottages at the south end of the grounds were remodeled and equipped as residences for the matron, baker and broom-maker, and the fourth was converted into quarters for aged couples.

A number of the more able-bodied inmates and all the epileptics were sent to the New York City Farm Colony on Staten Island. This farm colony will afford hereafter relief to the almshouses. Its new buildings are now open for inmates. Late in the year several of the married couples on Blackwell's Island were transferred to the new cottage erected for their comfort at New York City Farm Colony on Staten Island.

The work of the dietitian has born fruit in improved dietaries at the institution. Through the interest of various charitable ladies who form a special committee upon employment for the infirm, the work of providing employment for a number of the infirm has been successfully carried on and they have now extended the work and employ a salaried teacher. She visits the Home four times a week. Lessons are given in

weaving baskets of raffia and in making bead chains and other fancy articles. Besides furnishing agreeable occupation for those engaged, it returns to the workers, after paying for the material used, a small sum of money which they may use in obtaining clothing or additional comforts.

The principal needs of the Home are standpipes throughout all the buildings, with connected hose for the better protection of the inmates and buildings in the event of fire. A dormitory building for male employees is also needed, as well as commodious and sanitary toilets and bathrooms for both the male and female inmates.

NEW YORK CHILDREN'S HOSPITALS, ASYLUMS AND SCHOOLS.

(Randall's Island, opposite East One Hundred and Twentieth street, New York City.)

MRS. MARY C. DUNPHY, *Superintendent.*

Bed capacity, 1,470.

Officers and employees, 395.

Number of patients and inmates, 1,140.

Whole number cared for during the year, 2,798.

During the year a number of the new buildings were finished and occupied. One of them is the reception pavilion, in which children upon arrival will be isolated for the necessary period. The old reception building was renovated and devoted to dormitory purposes for idiotic children. Other improvements were: Water towers added to the north and south hospitals, changes made to the laundry, and a new storehouse erected and put in commission. The second story of the office building, formerly occupied by the steward, was altered and renovated for the accommodation of the resident doctors and deputy superintendent.

A great many minor improvements were made—improving the walks and roads, renewing plumbing, extending steam heat, painting and glazing. To afford additional protection in the event of fire, a large steam gong was installed at the power house; and twenty-five hand gongs together with framed copies of rules for fire drills were placed at convenient points throughout the buildings.

A new morgue and clinical pathological laboratory also was finished and occupied. This affords facilities for scientific investigations and adds to the attractiveness of the service from a medical point of view. Three wooden isolation pavilions were erected, each being equipped with steam heat, plumbing and nurses' quarters.

A better classification of the inmates has been effected during the year, and this has been made easier by the addition of the new reception hospital.

New charts of admission containing ample space for a brief medical and physical history of the patient and conditions at reception and time of discharge, have improved this portion of the records. A better system of keeping the general records should be immediately devised and placed in operation, as the present system is cumbersome and inadequate.

INSTRUCTION.

A bandmaster was employed, and he has formed a band of some of the more intelligent boys who enjoy their lessons and make good progress. A new manual instructor was appointed, and through his efforts great improvement in this line has been shown. The shops have been maintained at their usual standard, turning out large quantities of clothing and articles for daily use among the institutions of the department.

On June 15th the Commissioner of Charities discontinued the commitment of infants to the Infants' Hospital and hereafter will distribute them among the private institutions of the city, believing they will receive better care and at no greater cost than under the old system.

The principal need is for better dormitory facilities for all helpers, particularly the male helpers. The old prison building, in which some of the male helpers are domiciled, is unsanitary and unfit for occupancy, and cannot fail to effect unfavorably the employees quartered there. None of the helpers are suitably housed, and rooms for rest and entertainment are entirely lacking. Similar rooms for the nurses should be provided in order to make the off duty hours and the return to oftentimes arduous tasks easier.

CONCLUSION.

This brief review of the present condition of the hospitals and public charities of the great city of New York shows that radical measures are necessary to secure to the city the facilities and the service required to properly care for its dependent poor and sick. This is especially true of the hospital service. Common sense would suggest that the public hospital service of the city be so arranged that responsibility for the whole service be lodged in a single department or head, and that the distribution of the hospitals be such that every quarter of the city have ample facilities for the care of the sick and injured who require treatment.

The present system is a growth. It was not planned. The establishment of hospitals has never been with a view to provide for the future. The city has contented itself with a few small emergency hospitals from which, after temporary treatment, the patients could be sent to the great reception hospitals, Bellevue, Kings County, and the two on Blackwell's Island—Metropolitan and City. As a result of the frequent transfers, the lives of many patients are sacrificed yearly, and those who escape death are subjected to an unavoidable degree of pain and danger.

If the so-called "emergency hospitals," like Harlem, Fordham, Gouverneur, Cumberland Street and Bradford Street were large enough to permit treatment of patients until recovery, the distressed overcrowding of Bellevue and the Kings County Hospital would be avoided, the service would be better in every way, and the period of hospital care be reduced. If, in addition, other small hospitals were distributed throughout the city in suitable places in localities which now contribute most of the sick taken to the present emergency hospitals, the effect would be to prevent the spread of disease and give to those needing it better and more prompt care than they can possibly receive under present conditions.

The city hospital system should be large enough also to make it unnecessary for adult city patients to be placed in any private hospital. If the service were properly equipped the treatment patients would receive in city institutions should be fully as satisfactory as in hospitals under private control.

Large hospitals, like Bellevue, and City Hospital on Blackwell's Island, doubtless have their proper place in a city charitable system, but the experience of those familiar with hospital management goes to prove that better work is usually done in a small, thoroughly equipped and well-managed institution than in a great hospital intended to receive a thousand or more patients.

The city of New York needs a careful division into hospital districts, and the establishment of an emergency hospital in each of such districts. It needs also a systematic plan to enable the city to control the reception of all patients for whom it must provide service. With such a system of well-distributed small public hospitals, the long ambulance trips which now frequently result in the death of the injured would be avoided, and the fear of the hospital which prevails in the minds of many people would disappear.

In addition to this distribution, the city should centralize responsibility for the management of its hospital service. There should be one head having control of all hospitals and service paid for by the public. This would enable the city to properly correlate all the public charities of the city, and make ample and prompt provision for the care of the emergency and contagious cases.

Under this plan for city service, an ambulance system could be provided which would be responsible, prompt, efficient and ample for all the needs of the city. There would then be no dependence upon private corporations for a service of this responsible character. The city itself would care for the entire ambulance system and not permit it to be controlled in any way by private hospitals.

Under such a system the transfer of patients in a moribund condition in order to make a record for private hospitals doing so-called "charitable work," would be stopped, and the apparently large death rate in city institutions be greatly decreased. At the present time some of the private hospitals send moribund patients to Bellevue, that the death may occur there rather than under its own roof. This makes a lower death rate for the private hospitals but hastens the end of the patient, and discredits the work of Bellevue.

The city needs also a convalescent home or hospital for patients who are awaiting the return of strength but do not require further medical treatment. There is now no such place for the convalescents. They must return to the conditions which had sapped their strength and made them the prey of disease. With a properly planned city hospital system there would be a place for the convalescent.

The city now numbers in population between four and five millions. It is growing with great rapidity. The hospital system, therefore, should be planned with an outlook for the future. It stands to-day practically as it stood twenty-five years ago, with little extension, and with no adequate provision for the greatly increased number of people it has to serve. The sooner the city takes up this matter and, in accordance with the plans of experts, provides a logical and efficient plan of hospital service for the city, the better.

Respectfully submitted,

WM. R. STEWART,

Commissioner, First Judicial District.

October 15, 1904.

REPORT OF INSPECTION

OF THE

ALMSHOUSES AND PUBLIC HOSPITALS IN KINGS

COUNTY.

REPORT.

To the State Board of Charities:

The Commissioner for Kings County begs leave to present a report upon the condition of the public hospitals and almshouses of that part of the city of New York outside of the Borough of Manhattan and the Bronx. These public hospitals and almshouses are under the control of the Commissioner of Charities of the city of New York, who, with his deputy, is responsible for the proper management of the institutions, and any report covering them must be considered in connection with the report upon the institutions in the Boroughs of Manhattan and the Bronx. The public charitable work is one. The political divisions do not affect the administration or the provisions for maintenance. The department, as organized, is divided into bureaus for facilitating the work and placing the responsibility in proper hands. The Commissioner of Charities of the city is at the head in all the boroughs, but is represented therein by his deputies and subordinates. Estimates for maintenance are made in gross to cover the entire city. The department is responsible for the proper distribution of appropriations granted by the Board of Estimate and Apportionment.

The general condition assumed in the brief notes upon the several institutions is satisfactory. Growth is indicated and such gradual enlargement as the needs of the city demand.

The particulars are as follows:

NEW YORK CITY HOME FOR THE AGED AND INFIRM— BROOKLYN DIVISION.

(Clarkson Street, Flatbush, Brooklyn, N. Y.)

JOHN F. FITZGERALD, M. D., *General Medical Superintendent.*

Bed capacity, 1,382.

Officers and employees, 65.

Number of inmates October 1, 1904, 1,353.

Whole number of inmates cared for during the year, 4,588.

Many improvements and changes have been made recently at the Flatbush almshouse and the main Kings County Hospital and its dependencies.

Central heating and electric-lighting plants, with a system of underground conduits in which the steam pipes and electric wires are carried to all of the pavilions, are among the most notable of the recent improvements, and affect all divisions of the work.

A new storehouse, with an ice-making plant and refrigerators, has been completed and put in operation; a new stable has been erected upon the rear of the property, and the old one removed. The old nursery building, a wooden structure which adjoined the neurological building, has been removed at last. This building had long passed its days of usefulness, and was a menace to the other buildings in event of fire.

ALMSHOUSE DIVISION.

With the increase of population in the borough, the number of public dependents has increased, until the capacity of the almshouse and the hospital is severely taxed. Many minor improvements designed to increase the comfort and safety of the inmates, and to render the work of administration easier, were made. All the buildings were repainted and repaired; wide fireproof balconies enclosed in glass are in course of erection upon the west facing of the building, and, when completed, will serve as day rooms for the inmates.

The buildings throughout are kept in the excellent condition of order and cleanliness that characterizes this institution.

Increased dormitory capacity for both men and women are now greatly needed. A service building, in which kitchens and dining rooms for employees may be accommodated is also a necessity, as the present building and equipment are too small for the purpose.

The appearance of the dining room is much improved, and the inmates appreciate the change. Smaller tables have been substituted for the long board tables, and crockery is used in place of the former enameled iron ware.

KINGS COUNTY HOSPITAL.

(Clarkson Street, Flatbush, Brooklyn, N. Y.)

JOHN F. FITZGERALD, M. D., *General Medical Superintendent.*

Bed capacity, 631.

Officers and employees, 192.

Number of patients October 1, 1904, 541.

Whole number treated during the year, 9,282.

The demands made upon the hospital, by reason of the steady increase of population in the borough, is most severely felt in those wards which are devoted to the care of children and to the contagious cases. Proper separation between children and adults is impossible on account of the crowded condition of the hospital.

The wards for contagious diseases need ample room. At present, it is impossible to provide proper isolation because the wards open upon corridors at either end which are used for exercise by patients from other wards, and by those engaged in the work of the hospital. Although a majority of the tuberculosis patients have been removed to the Metropolitan Hospital, enough remain to prove a menace to other patients. Those with erysipelas cannot be properly separated.

More children are placed in the wards than is either safe or comfortable for them. It is difficult to provide adequate room for the isolation of children suffering from infectious complaints, and to provide space for their exercise and recreation.

The number of nurses on the wards has been increased and still there are too few in training to supply the requisite number the service demands. A constant increase of the nursing force is demanded to keep pace with the increasing census and modern demands for efficient care. This increase would be impossible without an addition to the Home providing accommodations, for at least fifty nurses.

The care afforded the patients is good and the dietary is, in the main, satisfactory.

The facilities for housing employees are inadequate and unsuitable. Dormitory buildings are urgently needed for the better accommodation of the paid employees.

A second story should be added to the laundry building for the accommodation of the ironing department. This will afford

more room on the main floor for the washing and sorting of clothes.

A new morgue should be provided at once; one which shall be modern in every detail, of sufficient capacity, and with a mortuary chapel. The present morgue has but nine compartments, while it is frequently necessary to care for from 25 to 30 bodies at a time. The building is in such a state as to be a disgrace to the city.

The new service building centralizes the dining rooms for all employees with the exception of the medical staff and nurses, whose dining rooms are in their respective buildings. The windows of the kitchen, located upon the top floor, should have been carried to the ceiling line that the ventilation might be rapid and certain. The room during the summer months is very hot. This condition could be relieved by the alteration suggested, and the installation of electric fans.

This building in other particulars seems adequate for the needs, is well constructed and well equipped.

DETENTION PAVILION—KINGS COUNTY HOSPITAL.

This department is in charge of a trained alienist, with a staff of seven male and seven female attendants. The census has been heavy during the year, and an addition to provide wards for the care of disturbed cases is necessary.

CUMBERLAND STREET HOSPITAL.

(109 Cumberland Street, Brooklyn, N. Y.)

JOHN F. FITZGERALD, M. D., *General Medical Superintendent.*

C. B. BACON, M. D., *Superintendent.*

Bed capacity, 217.

Officers and employes, 65.

Number of patients October 1, 1904, 171.

Whole number treated during the year, 2,441.

This hospital has been improved during the year greatly to the comfort of the patients and medical staff.

New boilers and electric elevators have been installed. A new building has been erected to accommodate the stable and

ambulance house. It has a dormitory for the drivers and orderlies and a pathological laboratory and morgue.

Although numerous repairs have been made throughout the buildings, an addition to the nurses home is needed in order that the number of nurses in training may be increased. A graduate nurse should be in charge of the operating room; which important post must now be left to one of the nurses still in training. The number of nurses is insufficient and class work has to be done in the evening, which is neither fair to the student nor to the superintendent.

The number of patients last winter was much above the bed capacity. This shows the need of an addition to this hospital, or a large new pavilion for the Kings County Hospital to provide for the overflow.

Besides an increase of the bed capacity there is also needed a receiving ward for female patients where their examination and preparation for the wards may be made.

A number of consumptive patients are still cared for in this hospital. These should be removed to the open air pavilions at the Metropolitan Hospital.

The food and medical supplies are both ample in quantity and of good quality and the dietary is varied and satisfactory, but the kitchen is too small for the work to be done and the low ceilings make the room very warm in all seasons. This heat can be remedied to some extent by the ventilating fans.

The new morgue is a room 8' x 12', without either icing facilities or drains.

BRADFORD STREET HOSPITAL,

(109 Bradford Street, Brooklyn, N. Y.)

JOHN F. FITZGERALD, M. D., *General Medical Superintendent.*

Supervising nurse, Miss Ada Newbold.

Bed capacity, 8.

Officers and employees, 7.

Number of patients October 1, 1904, 3.

Whole number treated during the year, 120.

The one need at this hospital is for an entire new building; the present structure is too small for the demands made upon it. Preliminary steps have been taken toward acquiring a new site, and a new building.

The present building has been kept in good repair and the plumbing was recently placed in good condition.

The food supplies are good and the dietary satisfactory.

CONEY ISLAND RECEPTION HOSPITAL.

(Sea Breeze Avenue, Coney Island. N. Y.)

JOHN F. FITZGERALD, M. D., *General Medical Superintendent.*

Bed capacity, 9.

Officers and employees, 7.

Whole number treated during the year, 82.

This hospital was opened for the reception of patients on April 15, 1904. The growth of the permanent population in this district and the immense number of workers and visitors during the summer months has made it difficult for the staff to do all the work required. The facilities are inadequate and the limited number of beds makes frequent transfers to the Kings County Hospital necessary.

TENTS.

It was expected that a number of tents would be provided and set upon the hospital grounds for the temporary accommodation of the children in the other public hospitals of the borough, but it was late in the season when one was set up, and that was put into use for adult patients. The children should be provided for and arrangements be made early in the spring, in order that they may have the benefit of the seashore during the summer and early fall.

NEW BUILDING.

The erection of a hospital, more favorably located and of greater capacity, is under consideration. No time should be lost in providing adequate hospital facilities for the district. A large

plot of ground in a good location, but removed from the amusement resorts, has been under consideration as a site for the new hospital.

Ample ground should be purchased for the erection of a suitable hospital building and for the erection of portable tents for the care of children in the summer; and of such other patients from the hospitals of the department who need the seashore, sunshine and open air treatment.

All of which is respectfully submitted.

JOHN NOTMAN,
Commissioner for Kings County.

October 15, 1904.

REPORT OF VISITATION

OF

ALMSHOUSES IN THE SECOND JUDICIAL DISTRICT.

REPORT.

To the State Board of Charities:

In accordance with the requirements of the Board, I present herewith my report upon the condition and needs of the almshouses, public hospitals and children's homes of the Second Judicial District.

GENERAL CONDITIONS.

Although several of the almshouses in the district are among the oldest in the State and have some buildings whose conditions of repair and equipment demand radical and immediate change for the better, these institutions are, in the main, in good condition. The general equipments have been improved, although when compared with each other in detail, the equipments are not alike, some having poor provision in this regard and others the best obtainable.

In two of the almshouses, those in Putnam and Rockland counties, the equipment is meagre and badly worn. Modern and more comfortable furnishings are needed in both.

The care given the inmates of the institutions is in most particulars good, and where it is in any way unsatisfactory, it is largely due to lack of help.

DUTCHESS COUNTY.

There has been a decided change for the better in the matter of cleanliness and order in the County Almshouse, although no improvements were made and none have been provided for. A steam power laundry is needed and the buildings should be equipped with outside iron fire escapes.

More paid helpers are needed, as the care of the men who are sick and the cooking and management of the laundry are left largely in the hands of the keeper, who is required also to do the work of farmer and dairyman.

POUGHKEEPSIE CITY.

Order, cleanliness and good care prevail in this almshouse. The number and separation of the buildings permit some isola-

tion of the sick. The farm has been enlarged recently and it is now proposed to increase the dairy. The dietary is well arranged and well prepared. Outside iron fire escapes are required that all the inmates may have ready avenues of escape in case of fire.

ORANGE COUNTY.

The buildings, which are in the main old, are kept in repair and in good order and are clean. The "Annex" for men needs to be remodeled and made habitable. The dietary has been improved and might be still further improved by the employment of a capable cook; a much needed steam power laundry is now installed. Outside iron fire escapes, new plumbing in the brick building in which are located the men's hospital and women's dormitories, extra equipment for extinguishing fire, and additional help are needed.

NEWBURG CITY.

The year has been advanced in all matters of administration at this institution.

The buildings are well cared for as to repairs, cleanliness and order. The kitchen is in charge of a competent cook and the dietary is satisfactory; a new heating system was installed recently. The chief needs are a detached hospital building, helpers to care for the men and women when they are sick, and a new steam power laundry.

PUTNAM COUNTY.

The general care afforded the inmates is satisfactory. Repairs to the buildings are greatly needed, and refurnishing will relieve the bare and cheerless appearance of the rooms. A new heating system which extends to the hospital was installed during the year. Employees of a higher grade to assist the keeper are needed; also outside iron fire escapes and an abundant supply of water under good pressure.

ROCKLAND COUNTY.

In many particulars the conditions are very unsatisfactory in this institution. They were brought about largely by the failure to employ sufficient help. The buildings are out of re-

pair, as no improvements have been made lately, and they lack modern conveniences. Plans have been prepared for a new hospital, and for the renovation and plumbing of the men's building. If these plans are carried out upon a liberal scale and the buildings properly furnished, and if sufficient capable help be employed, conditions will improve. Besides these changes, outside iron fire escapes and an abundant water supply under good pressure are urgently needed.

WESTCHESTER COUNTY.

All the buildings are kept in good repair, and in all the condition of order and cleanliness is satisfactory. Although the addition of the new hospital for the isolation of consumptive patients and those suffering from other communicable diseases, and the increase of the nursing staff greatly improve service, an elevator and balconies for the use of convalescents should be provided in Hospital No. 1. A morgue is greatly needed also, and there should be electric lighting in the old building.

HEMPSTEAD TOWN ALMSHOUSE.

In this institution the inmates are well cared for, and the buildings, with the exception of the "Annex," are kept in good repair. The "Annex," however, is unfit for further use. The buildings are now equipped with outside iron fire escapes and the water supply, as well as the storage capacity, has been increased.

NORTH HEMPSTEAD AND OYSTER BAY ALMSHOUSE.

The trustees and supervisors in charge of this almshouse are slow to make improvements so long needed and properly equip the institution with comfortable and modern furnishings, although it receives an income from a large invested fund and is also provided for by taxation. Under present conditions, with the unskilled and insufficient help, and with the insufficient, antiquated and worn-out furnishings, proper care of the inmates is impossible. The needs are: Repairs to the buildings; new equipment; a more abundant supply of water; the abandonment of stoves for heating; a safer illuminant than kerosene oil; a rearranged dietary; new barns.

SUFFOLK COUNTY.

The care given the inmates continues good. The buildings are kept in repair and are in good order and clean. The dietary is also satisfactory. There is a detached hospital and careful attendants and the sick are well cared for. The outside iron fire escapes, however, should be extended and have iron stairs reaching the ground in order to facilitate escape in event of fire. A sewage disposal plant is another necessity, and when this is installed the buildings should be equipped with indoor flush water-closets to complete the sanitary equipment.

CHILDREN'S HOMES.

Orange County Children's Home.

The children who are charges of the county are cared for in a converted residence near the outskirts of Middletown. This has large grounds for recreation purposes. The children were found clean, healthy, well fed and cared for. They receive secular instruction in the Home, but attend the neighboring churches on Sundays for religious services, and also have instruction at the Home Sunday afternoons.

Children's Home of Newburgh Town and City.

The dependent children of the town and city of Newburgh are under the supervision of the Alms Commissioners and Superintendent of the Poor.

The Children's Home is located in the city. A recently added third story provides rooms for quarantine and hospital purposes. While the children were found clean, well cared for and under fair discipline, some improvements were seen to be needed in the equipment. There is room for recreation in the yard around the house; but a country location would be much better if, by removal, the children would not be deprived of the privilege of attendance at the public schools and the churches of their faith, which they now have.

Suffolk County Children's Home.

The location of this Home is most favorable, as it is away from the environment and association of a city. It gives to the

children ample room for recreation and they live much in the open air throughout the year.

The immediate management has been fortunately selected and the matron secures good results and evidently understands the needs of the little ones. The inmates and buildings are well protected in event of fire; the food is varied and well prepared. The children receive secular education at the home and good care in every particular.

NEW YORK FARM COLONY—BOROUGH OF RICHMOND.

Many changes and improvements have been made at this almshouse. The new dormitory building for men is completed and occupied. This building contains also the general kitchen and dining rooms. Three large, three-story frame cottages have been erected upon a remote part of the farm on high ground. They are designed to accommodate single women, married couples and single men. The first two are occupied.

The water supply is still inadequate, although two new artesian wells have been driven at the pumping station and a steel storage tank erected near the cottages to supply them with water.

The epileptic and more able-bodied poor persons are sent to this institution and do considerable work on the farm. The food and the care given the inmates are satisfactory.

Twenty-four thousand dollars worth of farm products were raised at the Colony in 1904 and were sent to the various other institutions in the Department of Public Charities.

Respectfully submitted,

AUGUSTUS FLOYD,

Commissioner for the Second Judicial District.

REPORT

OF

**VISITATION OF ALMSHOUSES IN THE THIRD
JUDICIAL DISTRICT.**

REPORT.

To the State Board of Charities:

In accordance with the requirements of the Board, I beg leave to present my report on the almshouses of the third judicial district.

The almshouses and public hospitals of the third judicial district have been inspected during the year by the regular inspectors of the Board, and it is the custom of the Commissioner to visit the public institutions annually.

General Conditions.

A large number of the buildings devoted to the care of the poor in the district are old, but in the main are kept in good repair.

In every county except one, where the conditions may be improved, the care of the inmates is satisfactory and the buildings are kept in good order and are clean.

With the exception of the new buildings for the Ulster County Almshouse, no new buildings were erected during the year.

IMPROVEMENTS.

The rebuilding of the institution occupied by the city and county of Albany was commenced by the erection of a central work-and-service building which has been in use three years. The construction of other new buildings should not be delayed any longer. The condition of the men's dormitory building, both as to structure and plumbing, renders it inadvisable to continue to use it any longer than is necessary for the erection of a new one.

New buildings for administration purposes and a women's dormitory have been erected at the Ulster County Almshouse to replace those destroyed by fire early in the year and will be in use shortly, and at the same institution a reservoir, which, when completed, promises an abundant supply of water for both domestic and fire purposes is being constructed.

Three almshouses have been equipped with steam-power laundries and additions made to the heating plant in one. In another an electric-lighting system has been installed which displaced the

dangerous kerosene oil light. An abundant water supply has been provided in one, which should protect its buildings from being again destroyed by fire.

At all of the almshouses repairs more or less extensive have been made.

PROTECTION FROM FIRE.

In one almshouse in the district is the supply of water inadequate for purposes of protection in event of fire. In four of the almshouses an addition is needed to the portable and indoor fire-extinguishing facilities. In the city almshouse in Albany and Kingston too much reliance is placed upon the city fire department, and in both, additional stand pipes and connected hose are necessary for the protection of life. In Greene county, an additional supply of liquid chemical extinguishers are needed. In Sullivan county the inmates and property are almost entirely unprotected. Ways of escape from the buildings by outside iron stairs are a necessity recognized and demanded by special laws, yet four of the eight almshouses are wholly unprovided with outside iron fire escapes, and various other buildings at the remaining almshouses are also lacking in this particular.

CARE OF THE SICK.

Humanity requires that the sick among the dependent poor shall receive adequate care. The best method of meeting this requirement doubtless is by providing detached hospital buildings, with trained attendants, and at larger institutions trained nurses, to care for the sick.

Three of the almshouses of the district have now separate hospital buildings or infirmaries. In these not only acute cases, but the chronic and incurables and those sinking into helplessness through advancing senility are cared for. In the other almshouses rooms are set aside for the sick and they are also cared for in their own rooms. Every almshouse, however small the population, should have, if feasible, detached quarters for the isolation of the sick, and especially for chronic sufferers as well as those whose condition is either a menace to the health or imposes undue hardship upon the other inmates by reason of too close contact with those suffering from foul diseases.

Regularly trained attendants are not generally employed in these almshouses; the care of the sick usually devolves upon the more careful and efficient inmates.

DIETARY.

The matter of food and its prompt, tasteful and economical preparation, is one which demands attention. Its importance is brought to the attention of the administrative officers of the various institutions at all inspections. A decided improvement has been during the year noted in this respect. In two of the counties, trained and paid cooks are employed, which is the first important step towards a satisfactory dietary.

The food supplies are as a rule of good quality, but with inmate cooks it is often spoiled in preparation, and it is seldom attractively served.

The reason is not far to seek, as the cook chosen from the ranks of the inmates usually lacks experience and interest. The dietaries are necessarily limited in much variety.

Wholesome food reasonably varied, and properly served, has a strong influence for good on both the health and discipline of institution inmates.

ALBANY COUNTY.

The care given the inmates is generally good. The old dormitory building for men is in poor condition and should be replaced by a new one. Additions have been made to the heating system, and further extensions are contemplated. Something should be done for protection from fire, as the present means are inadequate and the escape of the inmates in the event of a fire would be difficult.

The dietary lacks sufficient variety and should be rearranged by a trained dietitian. A competent paid cook should be employed in order that the food may be well and economically prepared. Besides these things the nursing service ought to be increased, the two un-used wards at the hospital should be opened and trained nurses employed instead of un-trained attendants now in service.

The needs are:

A new dormitory building for men;

Outside iron fire escapes.

A qualified cook; and

Trained nurses.

COLUMBIA COUNTY.

At this almshouse the buildings are kept in good repair and are clean. The inmates are well cared for in both the general and hospital departments. The dietary is good, the food being prepared by a trained cook. In fact, the administration of this institution is very good.

Lately, a steam-power laundry has been installed, and lighting by electricity is now completed.

Outside iron fire escapes are needed on both buildings.

GREENE COUNTY.

The inmates of the Greene County Almshouse seemed well cared for and contented and the dietary is varied and good. The buildings are kept clean, in good order and repair. This institution is very well conducted.

No improvements have been made recently and none are now provided for, although there are a number of matters which need attention, viz: Outside iron fire escapes; a safer illuminant than kerosene oil; a steam-power laundry; an extension of the steam-heating plant, and better hospital facilities. These are all needed and should be arranged for without delay.

KINGSTON CITY.

This is a city almshouse, and in it the care given the inmates, as well as the cleanliness of the buildings, was found satisfactory. The food supplied is good. It is prepared by a competent paid cook. No improvements have been made during the year and only minor repairs are contemplated. Outside iron fire escapes should be provided, as they are needed as means of escape in event of fire. The present exits and ways of escape are entirely inadequate. The inside spiral stairs are unsafe for old people and should be remodeled. A steam laundry is also needed as well as additional local protection from fire.

SCHOHARIE COUNTY ALMSHOUSE.

The buildings are in good repair, kept clean and in good order, and the management of the almshouse very commendable. Although the rooms set aside for the care of the sick are cheerful and well located, a detached cottage is desirable for patients suffering from infectious diseases. A shower-bath for the inmates and toilet and bathing facilities in the superintendent's quarters are also needed.

SULLIVAN COUNTY ALMSHOUSE.

The inmates of this institution are well cared for and the discipline is good. With the exception of an old building used in part for the care of male inmates who are senile or idiotic, the buildings are kept in good condition.

Owing to a limited water supply, the protection of the buildings from fire is inadequate. In consequence, a more abundant water supply for this purpose as well as a supply of liquid chemical extinguishers are needed. A hospital for the care of the incapables; a safer illuminant than kerosene oil and a steam-power laundering equipment are also essential.

ULSTER COUNTY.

Efficient administration in this institution is not obtained because, among other things, of the failure of the superintendent to coöperate with the Committee of its Supervisors, charged with the immediate direction of its affairs.

The conditions at the institution continue to be most unsatisfactory; the minutes of the State Board of Charities will show that repeated efforts at correction of evils in administration, have met no response of coöperation from the superintendent. Inspectors have repeatedly called attention to improprieties and abuses in management and the commissioner of this district has made special visits and conducted investigations and made report to the Board which disclosed maladministration in many respects by the superintendent.

The attention of the Board of Supervisors was called to the matter, but it seemed either to lack the inclination or knowledge of the means to check an evident great evil and utter disregard of

law in the matter. So serious were the conditions that the subject was brought to the attention of the grand jury of Ulster county, which failed, however, to present an indictment in the matter.

The superintendent, although many improper acts of his were disclosed, seemed to not only disregard, but to defy the public authorities; this resulted in formal charges being presented to the Governor for his removal and the appointment of a referee to take the testimony and report.

It is plainly the duty of the Board to insist that the law shall be obeyed by the superintendent of Ulster county and to persist in its efforts to obtain for this county a proper administration of its poor funds and of the almshouse.

Both the administration building and a large barn were burned during the year, but since the fire a new administration and women's building and a wagon shed have been erected. The heating plant was enlarged and extended. An abundant water supply, under good pressure, provides ample means for protecting the buildings from fire in the future and furnishes power for operating an electric-light plant, which, with a steam-power laundry, had been installed. Alterations and improvements are to be made in the men's building. Improvement is noted in the cleanliness and order of the residence buildings. The food is now well prepared and satisfactory. A detached hospital is needed, also iron fire escapes, and a wheel-reel for the hose.

RENSSELAER COUNTY ALMSHOUSE.

The buildings of "The House of Industry" are kept in a condition of good repair, order and cleanliness.

The care given the inmates is, in the main, good, and the food is of satisfactory quality and varied. The hospital facilities for both men and women are limited and the men who are sick are neglected, as the male nurse employed is careless in the performance of his duties.

A steam-power laundry, and a shower-bath, have been installed in this almshouse, and new heating boilers are soon to replace the old ones.

The great need of the institution is a separate hospital building with ample capacity, for the requisite care cannot be given

the sick with the present facilities and the inadequate nursing service.

Besides this, additional fire escapes are required in order that the lives of the inmates may be further safeguarded.

POOR DEPARTMENT OF THE MARSHALL SANITARIUM.

By a clause in the Marshall will, the trustees of the Marshall Sanitarium are unwillingly caring for a number of the poor of the city of Troy. It is to be hoped that the trustees will soon see their way clear to discontinue this department, because the low rate of compensation, is an expense to the institution, while the presence of the city poor is detractive to the discipline of the sanitarium and an annoyance to the private patients, who object to the personnel and conduct of these city charges.

The building is kept clean and in good order, although it is much out of repair. The food is excellent. The discipline is lax and of the free and easy kind, as only one employee is on duty at a time. The inmates are left largely to their own devices, and many of them wander off to the neighboring saloons to return in an intoxicated condition at night.

The commitment of poor charges to this institution should stop, both because of the conditions which exist there and because the cost is greater than that at which they could be maintained in the almshouse and receive better care. It is an evil for which there is no real justification and which should be discontinued, as has been frequently recommended.

Respectfully submitted,

S. W. ROSENDALE,
Commissioner for Third Judicial District.

REPORT
OF
VISITATION OF ALMSHOUSES IN THE FOURTH
JUDICIAL DISTRICT.

REPORT.

To the State Board of Charities:

I beg to submit the following report for the year ending September 30, 1904, on the almshouses of the fourth judicial district:

The almshouses of the fourth judicial district have been visited and inspected during the year by the undersigned Commissioner, by the Superintendent of State and Alien Poor, and by the almshouse inspectors of the Board.

The management and discipline in the several institutions of the district have, in the main, been worthy of approval. In none of the almshouses has there been any abuse of authority or ill-treatment of inmates.

With the exception of the Schenectady County Almshouse, each of the almshouses of the district is located on a farm of sufficient size to provide well-varied food for the inmates and to contribute largely to the general funds of the institution. The average number of acres of the farms connected with the almshouses is 200.

In Clinton, Essex, Franklin, Fulton, Montgomery, Warren and Washington counties, the almshouse population ranges from 40 to 75 inmates.

In St. Lawrence, Saratoga and Schenectady counties, the range is from 85 to 105 inmates.

IMPROVEMENTS.

There has been some reluctance on the part of the supervisors in several counties to make the appropriations necessary to carry out the recommendations of the Board.

A considerable amount has been expended in Saratoga, Schenectady, Warren and Washington counties. Saratoga county has installed electric light service from the village plant, purchased fire hose, completed extensive painting and made other repairs. Schenectady county has fenced the new almshouse property with iron fencing, packed and graded the extensive lawns and also purchased a supply of fire hose. Warren county has installed steam heat, built a laundry building and a cattle shed, and made

interior repairs in its almshouse. Washington county has built a large barn with slate roof, equipped a chill room, and purchased liquid chemical extinguishers for its institution. The other counties of the district have done little in the way of improvements, except as follows: Clinton county has installed steam heat and commenced steel ceilings. Essex county has built a root cellar. Franklin county has put in steel ceilings and Fulton county, a root cellar, in their respective almshouses.

The officers of these institutions and the boards of supervisors should feel assured that the requirements of the State Board of Charities contemplate well-equipped institutions but not lavish and unnecessary expenditures. Your commissioner favors only such moderate outlays as will furnish the comfortable, sanitary and humane care which the people of the State demand shall be given to those dependent upon the public for support. Many of the institutions in this district, however, are lamentably deficient in such elementary equipments as apparatus for fire protection and means of escape for inmates in the event of a fire; and also in such sanitary appliances as are necessary for good ventilation, rapid and easy bathing and satisfactory laundry work. In spite of the well-known character of almshouse inmates, six counties still light their buildings by kerosene oil lamps. While the water supply is abundant and pure at all the institutions, four counties depend for pressure for fire control on attic tanks, which are manifestly inadequate to combat flames.

The heating arrangements and drainage systems are satisfactory throughout the district, improvements to the same having been made wherever necessary.

Recommendations to the various boards of supervisors, urging improvements to the almshouses under their control have been made, showing needs as follows:

Clinton County.—Improved lighting, ventilation, water pressure, bath arrangements, laundry, means of fire protection and escape, hospital facilities, new barn, ice house, and additional farm land.

Essex County.—Improved lighting, bathing, laundry and fire escapes.

Franklin County.—Water pressure, iron fire escapes and improved bathing facilities.

Fulton County.—Fire escapes, hospital facilities, ventilation and stand pipes for fire protection.

Montgomery County.—Safer lighting, hospital facilities, fire escapes, ventilation, stand pipes.

St. Lawrence.—Better fire protection, a safer lighting system, repairs to the flooring and ceiling, hospital building, and a steam drying rack for the laundry.

Saratoga County.—Fire escapes, and the addition of steam dryer and mangle to laundry.

Schenectady County.—Iron stair fire escapes.

Warren County.—Fire escapes, steam laundry, shower-baths, safer lighting, fire hose and the employment of additional help.

It is to be regretted that there is a laxity of proper administration in the Warren county almshouse. The records are not properly kept, the failure to keep efficient oversight allows neglect of the dormitory arrangements; the sick are not properly cared for and the stores and equipment are permitted to deteriorate. Action in the matter has been taken by the State Board of Charities to bring these things to the attention of the Superintendent and Board of Supervisors who should coöperate with this Board in securing a change in these important administrative matters as well as in making the much-needed improvements.

Washington County.—Needs increased water pressure, fire escapes, better fire protection, laundry, bathing facilities and a safer illuminant.

It is hoped that many of the suggested and needed improvements will have been made within the coming year. The commissioner believes that a wise policy should control these matters and that with the support and encouragement of the State Board of Charities, these counties should, in a few years, take as good care of the indigent and invalid dependents as other counties do of their poor.

Respectfully submitted,
NEWTON ALDRICH,
Commissioner, Fourth Judicial District.

October 12, 1904.

REPORT

OF

**VISITATION OF ALMSHOUSES IN THE FIFTH
JUDICIAL DISTRICT.**

541

REPORT.

To the State Board of Charities:

The six counties in northern-central New York comprising the fifth judicial district have each an almshouse, besides which the city of Oswego maintains a separate institution for its dependent poor. Most of these almshouses have been visited by the commissioner for the district, and all have also been inspected by the inspectors of almshouses during the year.

In number of inmates and employees, as well as in value of buildings, the almshouses of Oneida and Onondaga counties lead the rest. That of Oneida county maintains about 340 inmates, and the property is valued at \$150,000. Onondaga county cares for nearly 300 dependent poor in its almshouse, which has an excellent hospital attached to it and has cost over \$100,000. The almshouses in Jefferson, Herkimer, Lewis, and Oswego counties and Oswego city, each maintains between 40 and 160 inmates, and has buildings and other property valued at from \$15,000 to \$90,000.

GENERAL CHARACTER OF THE BUILDINGS.

Excepting the Oneida county almshouse at Rome, which is of modern construction, and arranged on the cross-shaped cottage plan, the almshouses of this district are of the barrack type, or formed by two or three buildings in a line. Some of these buildings are in good repair and furnish room enough for the number of inmates to be accommodated, but others require extensive alteration and improvement.

IMPROVEMENTS.

Each of the almshouses in the district has made during the year some improvements in its equipment. While some of these have been of minor import, a noteworthy one is the new service building in Onondaga county, in which are the kitchen and bakery, both equipped with full and modern conveniences. In Herkimer county a new steam laundry in a detached building has been

secured, and electric lights have been installed in the Oswego county almshouse.

HEATING AND LIGHTING.

All of the almshouses are now heated by steam, and all are lighted by electricity except that in Herkimer county which is well lighted by acetylene gas lately installed.

SANITATION.

Drainage sewers are employed at all the almshouses. Their general construction is satisfactory, and all, except that at Mexico, are well adapted to the special sanitary requirements. The Mexico drain opens into a sluggish ditch too near the almshouse buildings.

The ventilation is good in the smaller almshouses, but very poor in those of Onondaga and Oneida counties, where the number of inmates requires a modern system of forced ventilation.

Abundant and pure water is furnished for sanitary purposes at all the almshouses, the same supply being used under sufficient pressure to be a protection against fire in all the counties except Oswego, where both the city and county almshouses depend for pressure on tanks located in the almshouse attics. These afford sufficient pressure for sanitary purposes, but not enough to flood the roofs or upper floors.

Bathing is compulsory in all the almshouses, and each one is equipped with tubs supplied with hot and cold water. The Oneida county almshouse has shower-baths, but the inmates still use the tubs. The advantages of the shower-bath in rapidity of handling a large number of bathers, some of them reluctant, in furnishing a bath without the danger of infection which is present where tubs are used, and in the saving of fuel, water, and attendance, make this method of bathing superior to any other. It is hoped that every institution in the district will adopt the shower system.

These almshouses generally have installed steam laundries, and find the important sanitary matters connected with the clothing and bedding of the inmates much easier handled in consequence. The only institutions which cling to the old-fashioned

hand equipment, and wholly depend upon hand labor, are the Oswego city and county almshouses.

DANGER FROM FIRE.

One of the chief needs in this district is a more thorough appreciation by the responsible officers of the ever-present danger to life and property from fire. The equipment of each almshouse should conform to the standard required by law and by a sensible regard for the welfare of the inmates and the safety of the property. In the larger institutions the means of fighting fire are adequate, but this cannot be said of the two almshouses in Oswego county. In these the attic tanks, as before stated, do not afford sufficient pressure, nor could they be relied upon were a fire to break out on the roofs or in the garrets. From the financial standpoint no appropriation can be more wisely made than in providing adequate means to prevent the spread of fire, which, from the number and character of the population, is especially apt to occur in almshouses.

Each dormitory room should have connection with some outside iron escape of strong construction and easy descent. In the smaller almshouses there are no outside means of escape except at the Oswego city almshouse, which has the best pattern of exterior fire escape, the Kirker-Bender Tube. The helpless character of most of the inmates of almshouses requires that even in the smaller institutions fire escapes easy to descend shall be provided.

HOSPITAL EQUIPMENT.

In no branch of almshouse work is the need more pressing for careful attention, special accommodations and equipment, than in the care of the sick. Much improvement in the hospital facilities is needed in this district. The detached hospital building of Onondaga county is well arranged in many respects. Its chief defects are in its cramped and heated wards for tuberculous cases on its top floor, and in lack of room for a suitable operating ward and for maternity day rooms. Neither is there suitable provision for isolating contagious diseases. Oneida county needs a detached hospital building which will not only afford much better means of caring for the sick, but also relieve the congestion

in the almshouse proper, and make easier the management of the entire institution. Each of the smaller almshouses needs a suitable detached building for hospital purposes. The only exceptions are in the Oswego city almshouse and the Lewis county almshouse. The former has ample room for the care of its sick in the present building, and has a larger proportion of able-bodied inmates. The latter has vacant rooms in one of its buildings, sufficiently secluded, which are to be furnished for hospital purposes.

GENERAL.

The general administration of the almshouses and of the farms on which each is located, is good. Owing to the efficient superintendency and the value of the farm products, the per capita cost of maintenance is low. The food provided the inmates is generally of good quality, is fairly well prepared, and ample in quantity. The dietary in some of the almshouses would be improved by the adoption of a more systematic and better varied menu.

The retention of inmates belonging to the defective classes continues to impair the efficiency of administration in most of the counties. The feeble-minded and epileptic classes, and in a lesser degree, the idiotic class, impose a heavy burden on the officers and employees, detract from the discipline, and impose a disagreeable element in these institutions whose chief purpose should be the care of the worthy poor. Every effort should be made to secure the transfer of these burdensome cases to the State institutions especially intended for their care.

In conclusion it may be said that the condition of the wholly dependent poor in this part of the State is satisfactory. Much still remains to be done in improving the facilities for their proper, safe, and humane care, but the spirit of improvement is rife, and the next two or three years will see many of the urgent needs in these institutions provided.

Respectfully submitted,

DENNIS McCARTHY,

Commissioner, Fifth Judicial District.

October 12, 1904.

REPORT

OF

**VISITATION OF ALMSHOUSES IN THE SIXTH
JUDICIAL DISTRICT.**

REPORT.

To the State Board of Charities:

In the territory covered by the Sixth Judicial District in the southern central portion of the State are five cities of the third class. Of these only Binghamton and Elmira are of sufficient size to contribute largely to the almshouse population. The ten counties of the district are mainly rural in character and contain some of the best farming lands in the State. The counties of Broome, Chemung, Chenango, Cortland, Delaware, Madison, Otsego, Tioga and Tompkins have each provided well ordered almshouses, which are located on good farms, that, by their products, contribute largely to the maintenance of the dependent poor.

SCHUYLER COUNTY.

The only remaining county of the district, Schuyler, with a population of about 16,000 and an assessed valuation of real estate of over \$6,000,000, has 50 entirely dependent poor persons for whom no almshouse is provided. They are boarded out in private families, the heads of which are generally very poor, usually improvident and in some cases without any other means of support than the dole received for the food and quasi care they furnish one or two of the public dependents.

In this twentieth century, it is surprising that the people of one of the counties of the Empire State are willing to continue an antiquated, unsatisfactory and expensive system of public relief of the poor—a system so defective that it has been abandoned long ago by the other counties of the State. The boarding out of the poor is universally condemned by those most competent to pass upon questions of poor relief. Actual visits to the homes of these poor by the Board's inspectors have shown that they are maintained, in more than half the cases, in entirely unsuitable homes. Of the remainder, many are boarded with relatives, some of whom, no doubt, would relieve the public of their maintenance if an almshouse were established; and the others, about ten in number, are maintained at comparatively a heavy expense, from \$2.25 to \$4.00 per week. In the other counties of this district the average cost of board in almshouses, per week, is not much over half the sum first mentioned above.

TO BE VOTED UPON.

The undersigned commissioner has visited the Board of Supervisors of Schuyler county and urged their coöperation in securing an almshouse for this county. The question will be submitted to the voters of the county at the coming town meetings. Whatever their action, it is the determination of the commissioner to continue to press the matter until it is rightly settled by the erection of a suitable almshouse which will afford so much better relief; remove from the growing children of the county the pernicious influence of paupers, idiots and other dependents; concentrate the poor in a suitable, sanitary home and make possible efficient supervision by officers of the county and State, and, after the initial appropriation for construction, reduce the county's annual expense bill for poor relief.

IMPROVEMENTS.

The almshouses of the other counties in my district have been regularly visited by the Board's inspectors and by myself. They are all comfortably equipped for the humane care of the poor. In most of the counties some improvements have been made this year. Broome county has extended its system of steam heat and all the buildings are now heated by steam. Twenty acres of land have been added to the farm. Chemung county has built for the increase of water supply, a reservoir on a hillside in addition to the smaller one formerly constructed. Chenango county has installed spray baths. Cortland county now uses electric lights and has built an icehouse. Otsego county has provided an isolation room for women needing hospital care. Tioga county has occupied its new and repaired buildings and extended its steam heating service. Delaware and Tompkins counties have each made minor interior repairs and improvements. Besides these things many more improvements are to be made in the several counties in the near future.

The present conditions are summarized as follows:

Heating. All the counties employ steam heat at the almshouses.

Lighting. Electricity is used for lighting by Cortland and Otsego counties. Springfield gas is used in Broome, Chenango

and Delaware counties. Kerosene oil is still used in Chemung, Tioga, Tompkins and Madison counties.

Laundry. Steam laundry apparatus has been introduced in Broome, Chenango, Otsego, Tioga and Madison counties. Hand apparatus, with tubs, is still used in Chemung, Cortland, Delaware and Tompkins counties.

Ventilation. In most of the almshouses the ventilation is good. It is poor in the buildings of Broome, Cortland and Tompkins counties.

Drainage. The drainage is generally good. Some improvement in drainage is desirable in the almshouses of Cortland, Delaware and Tompkins counties.

Bathing. The inmates of all the almshouses in the district are required to bathe regularly. Shower-baths have been provided by Chenango, Cortland, Delaware and Tioga counties. The others should adopt this method of bathing as it is much more cleanly, rapid and easy of supervision.

Water Supply. For sanitary, culinary and drinking purposes the water supply is excellent at all the almshouses. It is adequate for fire protection and of sufficient pressure to cover the buildings at only three, those in Chemung, Chenango and Madison counties.

Fire Escapes. Suitable iron stair escapes are needed for some of the buildings at the following almshouses: Broome, Chenango, Cortland, Otsego, Tioga, Tompkins and Madison. Most of the dormitories, however, are only two stories in height. Where they are three stories in height the need is more pressing, but even in a two-story almshouse building, the outside stair escape is essential owing to the helpless character of many of the inmates, and the feeble condition of all. Especially at night, halls and interior stairways are apt to be impassable through smoke and ordinary ladders are frail, difficult to descend and cannot be relied upon.

CARE OF THE SICK.

The hospital facilities are inadequate in Broome, Chemung, Cortland, Otsego, Tioga, Tompkins and Madison counties. Among almshouse inmates many suffer from chronic illness or debility and there are always cases needing seclusion for their

own benefit, or isolation for the protection of others. A separate hospital building, adequate for the population is urgently suggested for each almshouse. In such buildings, general, surgical and isolation wards are needed for each sex, as well as operating rooms and maternity departments.

PROGRESS.

With the establishment of an almshouse in Schuyler county, and the consummation of the improvements noted above, this district will be well equipped for the care of its dependent poor. Progress is being made along right lines.

The widest experience has shown that the most efficient care is that which is humane, sanitary, and adapted to the individual needs of the helpless dependents, and it is gratifying to be able to report such progress in the right direction and such hopeful conditions in the territory under my supervision.

Respectfully submitted,

RALPH W. THOMAS,

Commissioner of the Sixth Judicial District.

REPORT

OF

**VISITATION OF ALMSHOUSES IN THE SEVENTH
JUDICIAL DISTRICT.**

REPORT.

To the State Board of Charities:

The almshouses of the Seventh Judicial District, which comprises the counties of Cayuga, Livingston, Monroe, Ontario, Seneca, Steuben, Wayne and Yates, have been regularly visited and inspected during the year by the officers of the Board. Each of these almshouses maintains usually from 40 to 85 inmates, except that in Monroe county, which maintains about 450 inmates.

The counties of this district cover as rich farming land as is to be found in the State, and each almshouse, except that of Monroe county, is located on a good farm, which furnishes profitable employment for such inmates as can work, and supplies the tables with a variety of produce. This reduces the expense of maintenance and gives variety to the diet. The average size of the almshouse farms is 150 acres. A small dairy of from eight to twenty cows is kept at each almshouse, and the milk and butter produced are used by the inmates.

In these institutions the administration is economical and efficient. The officers have for the most part served for several years in the care of the poor, and this retention of efficient officers in their difficult positions is a great advantage to the communities they represent. Any connection between partisan politics and the administration of charity is to be deplored. The removal of an efficient poor law officer for political reasons almost invariably results in a lowering of the standard of efficiency, and is followed by increased expenditures. A ready discernment of the real needs of applicants for assistance calls for discretion and ability, and usually is the result of long experience. The best system of administration follows when tenure of office is assured during efficiency of incumbents. Ultimately these important offices will be removed from the arena of partisan politics and be placed under the restrictions of the civil service.

BUILDINGS.

Nearly all the almshouse buildings in this district were erected several decades ago, before there was any State supervision of building plans. Consequently there are found many irregulari-

ties of construction and defects of arrangement which make more difficult the administrative work, and lessen the general comfort of the inmates. Through the advice of the State Board of Charities and the intelligent coöperation of the local officers and supervisors, many changes and improvements have been effected, so that the present condition of the poor in most of the almshouses of this district is one of comfort, and their care is efficiently and economically conducted.

Without entering into too much detail it may be stated that in the modern standard of almshouse construction the tendency is toward the cottage grouping, centrally arranged, with a separate building for culinary and dining purposes, detached hospital buildings, a detached laundry, and a separate administration building. There is a central heating system, usually steam, and the lighting is arranged for safety and control, electricity being favored. The character of the population and the number occupying the several dormitories call also for forced ventilation, to ensure a constant supply of fresh air, and to withdraw the atmosphere when devitalized by use. The water supply should be pure and supplied in ample quantity, as the general health depends upon abundant and freely used water. It should be delivered under sufficient pressure to flood the roof or any portion of the various floors in the event of fire. It is evident that tanks located in the attic will not give the necessary pressure, nor the required ample supply. The best method of bathing is the shower-bath, for both men and women. Waterproof caps will protect the women's hair from unnecessary wetting. The general health demands that bathing shall be compulsory at least once a week. The only exceptions which should be allowed should be those too sick or too feeble to use a bath, and this should be certified to by the physician. The steam laundry is not expensive to install, and is reliable for cleansing the clothing and bedding of the inmates. The drainage should be of tile with cement joints, proper traps, and have sufficient fall to insure constant service. The outlet of the sewer should be at a sufficient distance from the almshouse to prevent contagion. For fire protection, outside hydrants are needed, as well as standpipes with attached hose in each hall. Liquid chemical extinguishers are also found a valuable adjunct, but are not a substitute for ample water delivered

under good pressure. For fire escapes, exterior iron stairways or tubular iron escapes are necessary. Even in a building of two stories the character of many inmates and their feeble condition call for easily accessible outside fire escapes.

Referring to the above-named general requirements, the needs of the various almshouses in this district are summarized as follows:

Cayuga. Lighting, ventilation, water for fire protection, detached hospital.

Livingston. Heating, lighting, ventilation, water for fire protection, shower-baths, steam laundry, drainage, fire protection, fire escapes, detached hospital. Many of these requirements have already been provided for in the large appropriation recently made for remodeling and furnishing the almshouse.

Monroe. Forced ventilation in the almshouse proper, and additional day rooms for men. In this county the new detached hospital building is ready for occupancy and will prove a great benefit not only to the sick, but will afford relief for the crowded condition of some of the dormitories and will render much easier the difficult task of managing the institution. For its large number of dependent poor this county has provided a well equipped and managed almshouse.

Ontario. Ventilation, water supply for fire protection, shower bath, additional laundering equipment, flush closets, fire escapes, detached hospital.

Seneca. Lighting, shower-baths, steam laundry, liquid chemical extinguishers, fire escapes, detached hospital.

Steuben.—Extension of steam heat, lighting, shower-baths, steam laundry, additional standpipes and liquid extinguishers, fire escapes, hospital for women.

Wayne.—Ventilation in men's building, shower-baths for men, standpipes, liquid chemical extinguishers, moving back small buildings for safety of the larger structures, fire escapes, a detached county hospital.

Yates.—Lighting, water supply for fire protection, shower-baths, additional laundering equipment, liquid chemical extinguishers, fire escapes, a small detached building for hospital purposes.

GENERAL IMPROVEMENTS.

In addition to the radical improvements under way in Livingston county, and the construction of the new hospital connected with the management of the Monroe county almshouse, there have been many smaller improvements during the year throughout the district. The most noteworthy of these are the building of two new barns to replace those destroyed by fire in Ontario county, where a new tool house and a new acetylene generator have also been supplied; the purchase of a mangle for the laundry in Cayuga county; in Seneca county a large tank on a steel frame, steam heat for the main building, extensive repairs to the annex for men, enlarged icehouse, new cow stables, repairs to barn and other smaller improvements; Yates county addition to barn, a silo, new boiler for heating plant.

Thus it appears that there has been considerable improvement in construction and equipment during the year, and in addition several other needs have been provided for by contract or are being favorably considered for appropriation by the Supervisors of the several counties.

DISCIPLINE.

The presence of vagrants, idiots, feeble-minded, and epileptics continues to be a disturbing element in the almshouse population. The recent appropriations by the State for the enlargement of the institutions for the defective classes should afford some relief to the almshouses in this respect. Their presence at the latter institution is an imposition on the worthy poor, a disorderly and obstructive element in discipline, and a danger to the property. The officers deserve commendation for their efforts to keep these undesirable classes out of the almshouses.

There have been no abuses discovered in any of these almshouses during the year. The inmates appear to be treated well in all respects.

Respectfully submitted,

ENOCH V. STODDARD, M. D.,

Commissioner of the Seventh Judicial District.

October 10, 1904.

REPORT

OF

**VISITATION OF ALMSHOUSES IN THE EIGHTH
JUDICIAL DISTRICT.**

559

REPORT.

To the State Board of Charities:

The almshouses of the Eighth Judicial District have been duly inspected from time to time during the year, their conditions reported, and recommendations made with a view of improving equipments and securing satisfactory care of the inmates. The reports of the inspection were submitted to the Board, and, after approval, copies were sent to the Chairmen of the Boards of Supervisors and to the Superintendents of the Poor in their respective counties for their information, and to secure action upon the recommendations made.

. GENERAL CONDITION.

During the past year many important improvements have been made in the almshouses in this district. In one instance the almshouse building was rebuilt. All these buildings in the several counties are, with few exceptions, in good repair and well painted.

A sense of responsibility, as well as a spirit of local pride, influences the county officials to strive for a homelike atmosphere in the almshouses under their charge, which conduces to comfort and safety. A better and more desirable classification is made possible by new accommodations which are either available or shortly to be provided.

A commendable condition of order and cleanliness is observable in most of the institutions, and the general care given to the inmates is satisfactory.

CARE OF THE SICK.

An effort, throughout the district, to provide in a liberal manner for the sick has secured for six out of the eight almshouses separate buildings for their isolation and care. In four institutions regular attendants are engaged to care solely for the aged and sick, while in others, if necessity arises, trained nurses are secured for as long a time as the emergency demands. In the two institutions unprovided with special buildings, rooms are specially arranged in which the sick can be cared for. In these two almshouses adequate accommodations will, in time, be provided.

FOOD.

The question of a diet suitable to the needs of an almshouse population and its proper preparation has not been sufficiently considered. In none of the institutions has there been any lack in quantity and variety has only been limited by the ordinary production of the farm, but a knowledge of the advantages of a judicious mingling of certain foods has not governed the dietary. In a majority of cases there is no stated dietary, nor is a record kept of the composition of the various meals in order to prevent a monotonous repetition of certain foods. The first step for the improvement of the diet must be to provide competent paid cooks. In only one county is an inmate cook now retained; in the others paid employees, more or less trained, do the cooking. These should be made to prepare soups, stews, roast and boiled meats, vegetables, cereals, butter, cheese and milk in such varied forms as to prevent monotony. This plan should not raise the maintenance cost, but should conduce to economy.

PROTECTION FROM FIRE.

The Board's inspectors have given special attention to the means available for the protection of the buildings in event of fire, and the safety of the inmates. The consequent recommendations of the Board have resulted in a better equipment of the buildings with standpipes and hose, increased water supplies and storage of water, and the erection of outside iron fire escapes.

In all but two of the counties the water supply is abundant, of good quality and delivered under good pressure. The matter of affording ample exits in event of fire has also received attention, with the result that there are only two almshouses in the district not equipped with outside iron fire escapes, and at one of these institutions an appropriation has been made for their erection.

From the foregoing it will be seen that the conditions in the almshouses of this district are very favorable and that steady advance is being made in equipment and methods.

The reports which follow show briefly the status in the several counties of the district.

ERIE COUNTY ALMSHOUSE AND HOSPITAL.

This institution is called upon to furnish sustenance and care to a large number of people during the year, and, in its hospital

and nursery branches, it has been unable to keep in advance of the demands made upon it. Progress has, however, been made. The new Nurses' Home, with accommodation for 50 nurses, is completed, and, as soon as it is occupied, the building which they vacate will be altered and equipped as a maternity hospital and nursery.

With the additional room afforded by the transfer of the maternity cases, the congestion will be slightly relieved. Pavilions with an operating amphitheater are greatly needed for surgical cases, as the present facilities and equipment are both limited and crude. Pavilions are also needed for the isolation and treatment of patients afflicted with erysipelas, cancer and venereal diseases.

A change in the dietary, which will afford greater variety in the kinds of foods, as well as in their preparation, is advisable. The services of a trained dietitian for the supervision of the diet and food supplies seem necessary. Such services could be utilized in the Training School for Nurses.

Greater care should be exercised in the management of the dairy, to ensure the highest degree of cleanliness.

An elevator is shortly to be installed in the hospital. Ordinary repairs to the buildings have been made. The institution throughout was found to be clean and in good order.

CHAUTAUQUA COUNTY ALMSHOUSE.

The conduct of this institution continues upon the same high plane of efficiency as in past years. Cleanliness and good order are everywhere observable, and the relations existing between the executive and the inmates are cordial.

Its capacity has been increased by the erection of a three-story addition adjoining the hospital for the accommodation of the more able-bodied men. A central heating plant has been installed and outside iron fire escapes have been placed upon the hospital building.

ALLEGANY COUNTY ALMSHOUSE.

The equipment of this almshouse is materially lacking in but one respect; the placing of outside iron fire escapes upon the dormitory buildings. An appropriation for this purpose has already been made. The care given the inmates of this institution is of the best.

ORLEANS COUNTY ALMSHOUSE.

The desire of the taxpayers of this county to afford every convenience for the care and comfort of its indigent sick has taken the form of a three-story brick hospital at the almshouse. The building is ornate in appearance, modern in construction, and well equipped, and can accommodate 35 patients. The main building is being renovated and a rearrangement and reclassification of the inmates will follow; the additional room furnished by the erection of the hospital making this possible.

A new boiler-house, the enlargement of the steam-heating plant, an addition to the laundering equipment, and an addition to the water supply, have also been made. The food is sufficient and well prepared. The care given the inmates is good. An outside iron fire escape upon the rear of the new hospital building and some safer illuminant than the kerosene oil now used are recommended. The mains of a local electrical lighting company are within two miles of the almshouse.

NIAGARA COUNTY ALMSHOUSE.

The main buildings of this almshouse are old and need many alterations and repairs to make them sanitary, comfortable, and cheerful. The style of their construction renders satisfactory ventilation very difficult. Repairs to the plumbing are needed to ensure sanitary conditions, and alterations should be made in the heating plant to ensure the comfort of the inmates. The detached hospital, with paid attendants, affords especial care to the sick and decrepit, although improvement in the matter of order and ventilation can be made.

The food is abundant and well prepared, and the general care given the inmates has improved.

An increased water supply and larger reservoirs, better protection from fire in the way of standpipes with connected hose, and a safer illuminant than kerosene oil, are imperative needs.

CATTARAUGUS COUNTY ALMSHOUSE.

Minor repairs have been made to the buildings during the past year and some improvements are contemplated. The centralization of the heating plant and the erection of a laundry building, with the purchase of additional fire hose, are improvements which

will shortly be consummated. Repairs are needed for some of the dormitory buildings and the fire escapes upon the two hospital buildings. A better classification of the population should be made in order to establish all the inmates in the residence group, and vacate the old building which is beyond repair.

The general care given the inmates and the food supplied are good.

GENESEE COUNTY ALMSHOUSE.

Improvements amounting to a practical rebuilding of this almshouse have been accomplished during the past year. The principal changes are an increase of the water supply with a larger reservoir, installation of steam heat throughout the buildings, a two-story hospital annex, the connection of all residence buildings by covered corridors, an acetylene gas lighting plant, fire hydrants, shower-baths and flush water-closets, additions to the barns and general repairs.

The interest and efficiency of the management have been maintained, with the result that a homelike atmosphere pervades the institution and the best of relations exist between the officers and inmates.

WYOMING COUNTY ALMSHOUSE.

At the Wyoming County Almshouse kerosene oil as an illuminant has been supplanted by carbureted hydrogen gas, and extended to all parts of the institution. Minor repairs have also been made. The most important improvement has been the acquisition of 100 acres of land adjoining the old farm, upon which are springs yielding an unfailing supply of good water. The tract embraces over 40 acres of woodland. The care of the inmates continues good. The institution throughout is in good condition and the food satisfactory. The equipment of the small cottage on the premises, as a hospital, and the services of an attendant trained in the care of the sick are advisable. The extension of the steam heating service to the dormitory buildings would result in a considerable saving in coal and greater comfort for the inmates.

Respectfully submitted,

W. H. GRATWICK,

Commissioner, Eighth Judicial District.

October 19, 1904.

CENSUS.

| | ERIE COUNTY ALMSHOUSE. | | ERIE COUNTY HOSPITAL. | | CHAUTAUQUA COUNTY ALMSHOUSE. | | ALLEGANY COUNTY ALMSHOUSE. | | ORLEANS COUNTY ALMSHOUSE. | |
|--------------------------------|------------------------|---------|-----------------------|---------|------------------------------|---------|----------------------------|---------|---------------------------|---------|
| | Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. |
| Number of inmates..... | 342 | 191 | 250 | 121 | 83 | 38 | 32 | 29 | 56 | 23 |
| Children under 2 years..... | 0 | 0 | 12 | 14 | 0 | 1 | 0 | 0 | 0 | 0 |
| Children between 2 and 16..... | 0 | 0 | 12 | 6 | 0 | 0 | 0 | 0 | 0 | 0 |
| Number of blind..... | 6 | 4 | 1 | 1 | 2 | 1 | 0 | 0 | 0 | 0 |
| Number of deaf-mutes..... | 0 | 0 | 1 | 0 | 0 | 0 | 0 | 0 | 4 | 0 |
| Number of feeble-minded..... | 4 | 8 | 0 | 3 | 13 | 10 | 5 | 6 | 1 | 1 |
| Number of idiots..... | 0 | 0 | 0 | 0 | 1 | 0 | 0 | 2 | 5 | 0 |
| Number of epileptics..... | 2 | 0 | 7 | 1 | 1 | 0 | 0 | 0 | 2 | 0 |
| Persons over 70 years..... | 143 | 35 | 26 | 13 | 34 | 31 | 15 | 8 | 20 | 10 |
| Alien poor..... | 22 | 29 | ..... | ..... | ..... | ..... | 0 | ..... | 0 | ..... |
| Stable poor..... | 10 | 1 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| Indian poor..... | 5 | 1 | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... |

Census—Continued.

| | NIAGARA COUNTY ALMHOUSE. | | CATTARAUGUS COUNTY ALMHOUSE. | | GENESEE COUNTY ALMHOUSE. | | WYOMING COUNTY ALMHOUSE. | |
|--------------------------------|-----------------------------|---------|---------------------------------|---------|-----------------------------|---------|-----------------------------|---------|
| | Male. | Female. | Male. | Female. | Male. | Female. | Male. | Female. |
| Number of inmates..... | 109 | 37 | 58 | 23 | 44 | 10 | 26 | 21 |
| Children under 2 years..... | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Children between 2 and 16..... | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Number of blind..... | 2 | 2 | 0 | 0 | 1 | 1 | 1 | 0 |
| Number of deaf-mutes..... | 1 | 0 | 1 | 0 | 0 | 0 | 0 | 0 |
| Number of feeble-minded..... | 2 | 4 | 4 | 6 | 7 | 10 | 3 | 5 |
| Number of idiots..... | 0 | 0 | 2 | 0 | 1 | 0 | 5 | 3 |
| Number of epileptics..... | 0 | 1 | 0 | 0 | 1 | 0 | 0 | 0 |
| Persons over 70 years..... | 35 | 10 | 22 | 8 | 19 | 6 | 8 | 1 |
| Alien poor..... | 5 | 5 | 4 | 2 | 9 | 3 | 3 | 1 |
| State poor..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| Indian poor..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... |

APPENDIX I.

**FIFTH NEW YORK STATE CONFERENCE OF CHAR-
ITIES AND CORRECTION.**

PREFACE.

The Fifth New York State Conference of Charities and Correction was held in Syracuse, November 15, 16, 17 and 18, 1904, the President being Mr. Robert W. Hebbard, Secretary of the State Board of Charities.

There was a large attendance of delegates, representing the public and the private charitable and correctional institutions of the State, 408 delegates having registered during the session of the Conference.

The Sixth Conference is to be held in New York City, November 14, 15, 16 and 17, 1905, under the presidency of Mr. Nathan Bijur, Vice-President of the United Hebrew Charities, New York City.

ALBANY, *June*, 1905.

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viii ORGANIZATION AND OFFICERS OF THE CONFERENCE.

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THE FIFTH NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

FIRST SESSION.

Tuesday, November 15, 1904.

The Fifth New York State Conference of Charities and Correction was called to order in Assembly Hall, University Block, Syracuse, N. Y., at 8 p. m., Tuesday, November 15, 1904, by Robert W. Hebbard, President of the Conference.

The meeting was opened with prayer by the Rev. Michael Clune, of the Roman Catholic Church of St. John the Evangelist, Syracuse.

PRAYER.

Oh, Saviour Lord, whose last judgment upon us will be tempered by mercy, if for Thy sake we feed the hungry and clothe the naked, grant to our deliberations the sweet guidance of Thy Holy Spirit. Grant that the strength which comes from our union will build up the unfortunate. Grant that we may realize that our most august function is to succor and to save. Grant that we shall not seek to do charity by proxy when we are able to do it personally. Grant that our seeking from one another wisdom in council shall make us more like Thee in action. Grant that from our joint labors we shall realize more fully that the kingdom of God is within us, and that that kingdom is not meat and drink, but charity and joy and peace in the Holy Ghost. Amen.

PRESIDENT HEBBERD: We hoped to have with us to-night Governor-elect Higgins, who promised me some weeks ago that he would attend the Conference and address this meeting, but on account of illness he is unable to be present. We will listen to an address of welcome by the Hon. John W. Sadler, President of the Common Council and Acting Mayor of Syracuse, in place of Mayor Fobes, who is obliged to be absent.

ADDRESS OF WELCOME BY HON. JOHN W. SADLER, ACTING MAYOR
OF SYRACUSE.

Mr. President, and Ladies and Gentlemen.—Owing to the absence of Mayor Fobes, the pleasant duty has devolved upon me of formally welcoming this Conference to our city, and I am glad to take a part, however brief and simple, in a meeting which has for its object the study and discussion of charitable and correctional work in this State.

Syracuse is honored by your presence here. You are a body of men and women, expert in the theory and experienced in the practical work of charitable enterprises. You are actively and seriously engaged in solving social problems, with a fixed determination to improve existing conditions, and the results of your discussions cannot be otherwise than helpful to every member of the Conference.

The time has come when all good people who are actuated by philanthropic motives and a desire to help our unfortunate classes, agree that individual work, here and there, is not enough, but that all charitable work ought to be well organized, intelligently supervised and capably administered. The number of physically defective and needy persons cared for by the State and by our several municipalities each year grows larger; the task of administration continually grows more difficult and calls for intelligent, trained and expert men and women; so likewise do the many private charities in all our cities demand, as they are receiving, wise supervision and careful management at the hands of unselfish, devoted and patriotic citizens.

- The very existence of such a convention as this is a potent sign of the times. The thoughtful people of our State are demanding settlement work in our great cities, the care and relief of needy families in their homes, schools for crippled and defective children, institutions for the care of the feeble-minded, and intelligent treatment of the criminal. The day of old-time prisons and reformatories is past. We are working for the prevention of crime, poverty and distress, rather than the punishment of the evil-doer and the indiscriminate giving of alms to the poor. What we need is not money merely, but proper methods in the treatment of the unfortunate.

But outside of the benefit to the members of this Conference in attendance here, this meeting and the discussions which will take place, will be of value to the public generally. Many of our citizens are ready and willing to help in charitable work, but have not the time or ability to give it personal attention. I believe that this Conference will be full of suggestions as to the best and most intelligent manner for such persons to aid in this philanthropic work.

While you are here, ladies and gentlemen, I trust you will find a good deal to interest you. I know you are not going to have much time to devote to anything except business sessions. This convention is essentially a working and business convention. You are here to study conditions and for a full and intelligent interchange of views and opinions. But I hope you will find time to become well acquainted with our city. We are proud of Syracuse. We glory in her past and we have the utmost confidence in her future.

Among the public institutions located here, there is the State Institution for Feeble-Minded Children, situated in the western part of the city and reached by the Solvay car line. The new Onondaga County Penitentiary at Jamesville is reached by a pleasant trolley ride over the Suburban line, and we think it is one of the best built and best equipped institutions of its kind in the State. There are also the House of Providence, the St. Vincent's Orphan Asylum and the Onondaga County Orphan Asylum. In all of these charities Syracusans take great pride. You will be interested in our beautiful new High School, our Court House, now in process of erection, and in the elegant Carnegie Library, soon to be dedicated. You will be glad of an opportunity to inspect some of our great industrial enterprises, our department stores, our steel and iron foundries, and our extensive typewriter factories.

I trust every one will visit our Syracuse University, an institution of which all our citizens are justly proud. It is located on the highlands to the southeast and is reached by the University or Walnut street cars. From the campus a most delightful view of Onondaga valley, the city, and Onondaga lake may be obtained. We rejoice in the unparalleled growth of this University. During

the past ten years the number of students has increased from 600 to 2,400, and the increase in buildings, endowment, equipment and the faculty has been in like proportion.

In behalf of the city of Syracuse, I extend to you a most sincere and cordial welcome, and hope your visit may prove to be very enjoyable and exceedingly profitable.

PRESIDENT HEBBERD: We shall now have the pleasure of listening to some music by the University quartette.

The University quartette of Syracuse then rendered a selection.

PRESIDENT HEBBERD: It gives me much pleasure to introduce the Hon. Charles Andrews, Chairman of the Local Committee, who will supplement the address of welcome of Acting Mayor Sadler.

ADDRESS OF WELCOME BY THE HON. CHARLES ANDREWS, CHAIRMAN OF THE LOCAL COMMITTEE.

Mr. President, Ladies and Gentlemen.—It is my most agreeable duty as a representative of the Committee of Citizens, to unite in the welcome which has been extended to you by the official representative of the city, and to concur with him in the statement that as citizens of Syracuse we feel privileged and honored at the presence on this occasion of a body of the charity workers of the State. You are assembled to consider vital and important interests connected with the public welfare. This Conference has already become one of the important auxiliaries in stimulating, strengthening and developing the charitable sentiment of the State. You come as private citizens only; you have no power to enforce your conclusions or to require their adoption. But you have the power which comes from influencing public sentiment, that mighty force which governors and legislators are compelled, in the end, to regard.

There has been no time in the history of the State when the responsibility of wealth has been so understood and regarded as at this time. At no period has there been so much given to charity and education and to the other interests in which the welfare of the State is involved. But money is not the sole expression of charity. Those who give their time in searching out the abodes of wretchedness and suffering, who devote their

thought and attention to the great problems of poverty and crime which are pressing upon our attention, often make greater sacrifices than those who give from their abundance. The assembling of such a body of people as this, the earnest men and women of our State representing the great cause of charity, lifts us out of the narrow circle of our individual interests to the contemplation of our duties, and our responsibilities as members of society.

The history of charities and their development in the State of New York is, on the whole, a most encouraging one. Commencing with the primitive almshouses of the respective counties in the early system of the State, we now see more than thirty public charitable institutions maintained by the State, all the principal localities being represented. Hospitals have grown up in every town of any considerable size. Our educational system has been extended so as to embrace the deaf, the dumb and the blind. Reformatories and industrial schools exist for the reformation of the young, and in every part of the State we see the principle of charity illustrated by the humane houses and structures in which those requiring special treatment are assembled and are maintained at the expense of the State, and by private munificence.

We take pride, as citizens of the State of New York, in our leadership in population, in wealth, in commerce; in the unrivaled advantages of our situation; but in no way is its primacy more to be seen and more generally recognized than in the character and extent of its charitable institutions.

The State of New York during the last year has appropriated ten million dollars for the support of its public charities, and private munificence has doubled this sum as its annual contribution toward the maintenance of private charity. We have a right, therefore, to be proud of the attitude of our State, and it exhibits the importance of such assemblages as this to assist in regulating this tremendous trust and responsibility which rests upon us as citizens of the State of New York. No observant man can have failed to take notice of the great advancement during the last thirty years in the administration of our public and private charities, and it is but just to say that it is largely owing to the efforts and initiative of the State Board of Charities

of the State of New York which was first constituted in 1867. The State has been enabled to avail itself of the experience and wisdom of men devoted to the work of charity, a work carried on not in the glare of the footlights or even with the appreciation and knowledge of a large share of our citizens, but which has resulted in elevating, strengthening and improving in every direction our system of charitable administration. And when the time comes when the history of the charities of this State shall be written, the names of such men as Letchworth, Craig and others like them will be recognized as those who have contributed most at this formative period in the system of the administration of our State Charities.

In 1902 a very radical change was made by the Legislature in the methods of administration of hospitals for the insane in the State. Before that they had been under the immediate charge of boards of managers selected from different parts of the State, acting without compensation and doing a most efficient work in the regulation and control of those institutions. The law of 1902 entirely changed this method of management by transferring the duties which theretofore had devolved upon the boards of managers of these several institutions to the Commission in Lunacy of the State.

Upon that Commission was conferred the power of making the appointment of the chief officers in these institutions. They were given the power to shift the duties from one official to another when it should be deemed advisable. They have the right to transfer and change from one institution to another the officials in these several organizations. It was a scheme fraught with danger. It was resisted by the almost unanimous sentiment of those most interested in conducting our public charities, and the demand has been constant and reiterated that a return should be made to the previous arrangement with respect to administration. We have but eighteen months or so experience under the new system. Fortunately, the present State Commission in Lunacy is composed of men of great ability who have faithfully devoted themselves to the care and superintendency of these great interests of the State. But the system is dangerous. Its potentialities are such that it makes it the duty, in my judgment, of the charity workers of this State to seek to have a return to the

original system. The compensation given to the Commissioners in Lunacy is very considerable. They have a large patronage connected with their official position, and unless all experience should be reversed the time will come when these places will be sought for and when they will be distributed as rewards for political service, and nothing could be so disastrous to the general interests of charity as to make it the football of contending political parties.

Another measure enacted at the same session may not require the same condemnation. I refer to the measure appointing a Fiscal Supervisor of the State Charities. Indeed, I am bound to say that in my judgment that change was justified by the circumstances and is an improvement upon the antecedent system. The State expends ten million dollars raised by taxation for the support of its public charities. It has a right to demand an accurate and rigid accountability of those connected with the distribution and management of this fund, so that due economy shall be induced in every branch of its public service; not an economy which consists in depriving the wards of the State of anything required for their reasonable support and maintenance, but an economy which shall prevent waste and extravagance on the part of any of these institutions; and in my judgment the boards of managers of these several institutions are not so well qualified to take that careful oversight of the financial conditions and interests of these institutions as an officer specially appointed and charged with the duty of looking after them. Within a few days I have read the report of Mr. Bender, the present Fiscal Supervisor of State Charities, and I am bound to say that it exhibits, as it seems to me, a man faithful, efficient and attentive to the position and duties with which he is charged, and the result shows that while the maintenance and the support of the inmates of these institutions has not been lessened or impaired, large economies have been effected through vesting in one superintending power the control of the financial departments of these institutions. In the presence of those of fuller knowledge, I speak with reserve upon this subject; but I think we should be ready to recognize any improvements which may have been suggested in respect to any part of the management of these institutions.

There is a subject in which I have been greatly interested and which is of itself of the utmost importance, and that is legislation in respect to the children of the State who have come under the cognizance of the criminal law; as to how they should be dealt with, how they should be freed as far as possible from the brand of the criminal which they now carry with them when they leave reformatories and go again into the world.

Very much has been done in later years in improving conditions in this respect. The segregation of the youthful criminals of the State from association with adult depraved criminals in our State prisons was a large step in advance and a most beneficial change in the administration of the criminal law, and the Legislature of 1903 made a still further advance by establishing by a general law what are known popularly as children's courts for the trial of children charged with offenses against the criminal law. By that law they are required to be tried at other times than those set for the trial of adult criminals, and in a room so far as practicable different from the ordinary court room where criminal adults are tried; a separate record is to be made of the results of the trial and then power is given to suspend sentence before execution in cases of conviction, by the court which tries them. The object is, of course, to create a distinction in the public mind in respect to the attitude of the child who has in some way offended against the criminal law, perhaps in a trivial matter, or even in a more serious way, and although it subjects him to punishment, nevertheless he goes forth into the world not with a criminal record, but as a child who has been brought before a magistrate charged with an offense which a child might readily and easily commit.

That law was supplemented by another passed at the same session, extending what is known as the probation system of the State, by which children charged with crime and convicted of crime may be put by the magistrate under the charge of probation officers until such time as it should appear that they may safely be discharged from the prosecution which was had against them. The change in the probation law made by this last enactment was to extend the class of persons who might be appointed probation officers so that such appointment should not be confined as under

the prior law to police constables and policemen. It authorized the magistrate to appoint any reputable citizen or a member of any unincorporated or incorporated charitable association as a probation officer to take charge of a child during this period of probation.

Both of these things, in my judgment, are a great improvement and advance upon the antecedent law, and it is a pleasure to me to suggest that this legislation was promoted mainly by the efficient action and support of the member of the Board of Charities living within our own city.

There is one other suggestion which I will venture to make before I close. I have been of the impression that we often have too many charitable institutions. For example, in a city of moderate size the establishment of four or five hospitals is a great mistake, not only in respect to efficiency, but in respect to the use of charitable moneys given for the support of the dependent and erring classes. There are many reasons for the multiplication of such institutions; the rivalry of churches, the disagreement between the different schools of medicine, the desire on the part of many people to become prominently connected with some public charitable work. So also there are in my judgment too many unincorporated charities in a place of any size where the work might better be committed to some existing institution fully capable to carry it on, in which there would be the minimum of expense and the maximum of efficiency. It is a wrong to the charitable people of a community to ask them to give money to be expended in the management and support of a separate institution when there are existing organizations fully competent to carry on the work which these separate institutions have been established to do.

What I have said I realize has been said in the presence of people who know much more than I do in respect to these questions. I suggest them with great reluctance simply because it seems to me that this and the other subject to which I have referred might properly come within the cognizance of this Conference.

In conclusion, permit me to say that you have my heartiest wishes for the success of this Conference. The problems of poverty and crime are pressing more and more upon the attention

of the people of our State. It needs the combined wisdom and experience of all those engaged in the work of public charity to point the way for a better and improving administration of these great interests of the State, and I trust, ladies and gentlemen, that you will go from this Conference with increased enthusiasm for the great work in which you are engaged.

PRESIDENT HEBBERD: The ladies of the Local Committee have kindly arranged some more music at this point.

Miss Martha Wittkowski then sang the "Angels' Easter Song," by Brewer.

ADDRESS OF ROBERT W. HEBBERD, PRESIDENT OF THE FIFTH NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION, SYRACUSE, N. Y., NOVEMBER 15, 1904.

This Conference was organized five years ago on the initiative of the State Board of Charities, by a committee of philanthropic citizens representing all parts of the State, as well as its varied charitable and correctional interests.

From a consideration of the experience of other states the State Board of Charities had reason to believe that an annual meeting of this character would accomplish much good by bringing together for conference and discussion the representatives of the charitable, correctional and related institutions of the State, and no one will be likely to dispute that this belief was well founded.

The first Conference was held in November, 1900, in the Senate Chamber at Albany, under the presidency of Hon. William P. Letchworth of Portage, the greater part of whose life has been unselfishly devoted toward carrying out the purposes for which the Conference stands. At that meeting a constitution and by-laws were adopted, in accordance with which the Conference continues to be governed.

In the constitution the purposes of the Conference are declared to be, "to afford an opportunity for those engaged in charitable and reform work to confer respecting their methods, principles of administration and results accomplished; to diffuse reliable information respecting charitable and correctional work and encourage coöperation in humanitarian efforts, with the aim of further

improving the system of charity and correction in the State of New York."

The by-laws provide that, "All who have an active interest in the public or the private charitable or correctional work in New York State are invited to enroll themselves as members of the Conference."

Thus there is provided a broad but simple platform upon which the representatives of the varied philanthropic interests of the State can stand without embarrassment, as well as a forum where their views may be freely expressed for mutual benefit.

To the respective committees of the Conference is left the work of arranging the program, of making the reports, and of inviting the writers of papers and others to participate in the discussions. Of necessity they are left a practically free hand in such matters, for the Conference is not and should never be allowed to become a machine to register the will of any individual or body of individuals. Its purposes are conference, discussion, and the diffusion of information, with the knowledge that the truth will live and that the error, if any, must die.

The Conferences have been well attended. At the opening session, held at Albany, in 1900, 283 delegates were registered. The year following there were 563 at New York. In 1902, at the second Conference held in Albany, 334 registered delegates were present, while 397 enrolled last November at Buffalo. Besides, there were present at these several Conferences many who failed to register their names with the Secretary.

Each year the proceedings of the Conference have been published more or less promptly, and they have been and still are in much demand, not only in this country, but abroad as well.

In the steady growth of this annual meeting there is every reason for satisfaction on the part of those who organized and support it.

President Letchworth's address to the Conference of 1900 was drawn from an almost inexhaustible fountain of knowledge and experience. It touched on every phase of charitable and correctional work carried on in this State, and is at once a history and an inspiration. To read the address of Dr. Letchworth understandingly is in itself an education in philanthropy.

The address of President de Forest to the Conference of 1901 was an eloquent plea for those who need justice rather than charity; the quality of justice, I may say, that he as the first Tenement House Commissioner of the city of New York secured for them in the way of improved homes and firesides.

President Stewart's address to the Conference of 1902 impressively outlined the progress of twenty years of charitable work in this State, a progress full of encouragement to those who are still seeking to improve the administration of charity in this State. Many of us know how much President Stewart had to do with this remarkable progress.

The address of President Mulry to the last Conference pointed out the value of coöperation in the charitable work of the State, a coöperation to which I am sure no one in the State has contributed in greater degree than he.

The chief purpose of this Conference, as briefly stated in its constitution, is to further improve the administration of charitable and correctional work in the State of New York. The Conference recognizes the advances of the past but is ambitious for the future.

The history of charity and related work in this State may be to many a dry and uninteresting page. But it should hardly be so to the members of this Conference.

Conditions in New York have greatly changed since Governor Bellomont, in 1699, wrote to the English Lords, Commissioners for Trade and Plantations, that he had presented the King's instruction for the establishment of a public almshouse to the Colonial Assembly, which smiled at it "because, indeed," reported Governor Bellomont, "there is no such thing as a beggar in this town or country."

But the facts do not seem to have warranted this complacent optimism of the Governor, because public provision for the care of the dependent poor had then existed in New Netherland and New York for over half a century. It was, moreover, but a short time before the citizens of that city were compelled to erect an almshouse which long stood upon the exact spot where stands the City Hall to-day.

Many volumes could be filled with the history of the development of charity work in this State, but with respect to this there is time for passing reference only.

As early as 1641 we find in the laws and ordinances of New Netherland a provision that the penalty imposed for selling unpolished wampum was to go for the use of the poor. In 1652 Governor Stuyvesant granted a site for an almshouse at Beverwyck, now the city of Albany, which piece of ground has been used for that purpose up to the present time. In 1661 the first general poor law was enacted. The funds were collected in the churches and disbursed by the deacons, who acted as overseers of the poor.

In 1664, when the English took possession, provision was made in the "Duke of York's laws" for the care of the poor, through overseers who were to provide for the church and the poor, while "distracted persons," who were found to be "both very chargeable and troublesome" were to be maintained at the joint expense of the several towns "in the Rideing."

The account book of the deacons of the Dutch Church at Albany throws some light on the methods of caring for the poor in 1665. Such entries as these appear: "To Mr. Peter for burying two Englishmen, 12 guilders. To small beer for the use of Uncle Peter, 1 guilder and 13 stivers. Anthony Jansen for six small measures of brandy when the old captain was laid out, 4 guilders and 4 stivers. Peter Brouck on his promise to return it during the year, 50 guilders. To William Brouwer in money, 8 guilders for which he pawned one pair of white stockings until he should return the money."

From the same account we learn that "On the 15th of February, Ryseck, widow of Gerrit Swart, the last of the church poor died, and was buried on the 17th, the *onkosten* of which was as follows: 3 dry boards for the coffin, 7 guilders and 10 stivers; $\frac{3}{4}$ lb. of nails, 1 guilder 10 stivers; making the coffin, 24 guilders; cartage, 10 stivers; a half vat and an anker of good beer, 27 guilders; 1 gal. rum, 21 guilders; 6 gal. Madeira for women and men, 84 guilders; sugar and *crujery*, 5 guilders; 150 sugar cakes, 15 guilders; tobacco and pipes, 4 guilders and 10 stivers; Hen-

drick Roseboom, *doodgraver*, 30 guilders; use of the pall, 12 guilders; total, 232 guilders.

"A claim of Roseboom of 12 guilders for inviting to the funeral was paid, but it was regarded as an extortionate charge, and the consistory ordered that the *doodgraver* should thereafter have from the deacons 30 guilders and no more, for like services."

During the period of English rule, from 1664 to 1776, a number of general and special poor laws were enacted, among them the first settlement law passed in this State.

In 1771 "The Society of the New York Hospital in the City of New York" was incorporated by a charter granted by King George III. This, we are told, was the result of a subscription set on foot for the purpose of erecting a public hospital in the city of New York, and the King, in view of the beneficial tendency of such an institution "calculated for relieving the distress of the indigent," granted the charter.

Since New York became an American State in 1776 thousands of laws have been enacted and hundreds of institutions established to relieve the needs of the dependent poor. In the earlier days, however, many of the laws were unsympathetic in their provisions and failed to produce the most beneficent results. The general poor law, passed in 1788, is an instance of such legislation.

By this statute any poor stranger, even though not an applicant for relief, could be forcibly removed by the constables through county after county to his or her place of legal settlement, and if any person so removed should return after such removal the penalty was thirty-nine lashes if the offender were a man and twenty-five if a woman.

To change these harsh provisions took many years, but to-day the general poor law of the State mercifully, and doubtless more economically, provides that the poor shall be relieved wherever they suffer want, and that the expense of their care shall be a charge upon the locality where they belong. The present statute also makes it a criminal offense to send the poor from place to place, and it is a matter of regret that this provision of law does not seem to be fully understood by many of the local poor law officials.

Our present system of county almshouses was provided for by a statute enacted in 1824, following an extended report by the Secretary of State on the subject.

In 1836 the foundation of the present system of caring for the insane in this State was laid by an act providing for the "New York State Lunatic Asylum," which is now known as the Utica State Hospital.

The State Board of Charities was established in 1867. In 1875 the children and in 1890 the insane were removed from the almshouses. In 1896, by a provision of the general poor law, the commitment of idiots to almshouses was also forbidden, but the means have not yet been provided to supply this unfortunate class with adequate accommodations in the State institutions.

To-day we have in this State a splendid system of charitable and reformatory institutions, maintained at an expense approximating \$30,000,000 annually, which is considerably more than it costs to administer the State government.

When one studies the history of charity in this State he has a right to feel that he is a citizen of no mean country. For over a hundred years has this State made steady progress in the works of charity and reform. If at times this movement seems to have swung backward, it was but gathering momentum for the irresistible forward movement that was sure to follow.

Step by step has this magnificent structure of charity been erected by good men and good women, who have given unsparingly of their time, their means and their strength, until it stands to-day an imperishable monument to their patience and their devotion.

And now let us give some heed to the future. Shall it be an era of progress or a period of retrogression in the administration of charity in this State? In all probability that will depend very largely upon those here present, and that being so I am not doubtful as to the answer.

What is more important than anything else perhaps in this effort to improve conditions is a more general diffusion of knowledge respecting charity and reform work and the true principles upon which it should be carried on. This Conference itself is an aid in that direction. It reaches not only those who attend its

sessions, but those also who read its published proceedings, and, with the valuable assistance of the newspapers, probably thousands of others. There are also the annual convention of the County Superintendents of the Poor, the School of Philanthropy in New York, the classes in sociology in our universities and colleges, and the publications known as "Charities," the "St. Vincent de Paul Quarterly" and "Jewish Charity."

These movements all deserve encouragement and support. May they hasten the day when the people of this State, even in the remotest towns, will appreciate the fact that those chosen to relieve the needs of the poor should be selected because of their character and intelligence, and not through any personal or political influence.

There is in our English tongue a little word in common use, a word that under ordinary circumstances we hear with no quickening of the pulse. But not so when this word is used in connection with the charities. "Politics" and "charity." How sinister the significance when we know that in every state where partisan politics is allowed to interfere with the administration of charity the results are most unfortunate. The principles enunciated on this subject by the two principal candidates for the office of Governor at the recent election must have been particularly gratifying to the members of this Conference.

Fortunately, in the State charitable and reformatory institutions, the State Civil Service Law and the presence of independent, philanthropic citizens on the boards of management have helped to preserve conditions practically free from partisan influences.

On the other hand, in the county and municipal service, and particularly in some of the rural communities to which the rules of the Civil Service do not yet apply, injurious political influences continue to manifest themselves in a greater or a lesser degree. For a long time those interested in the welfare of these county and municipal charities outside the classified service have hoped that some practicable method would be found of extending the State Civil Service rules to cover this class of institutions. Perhaps we shall learn something further on this subject when it is under consideration next Thursday night. To me it seems a

subject to which the appropriate committee of the Conference might address itself with good results.

The system of State charitable and reformatory institutions has been greatly extended and improved during the past twenty years. Within this time there have been established two new reformatories for women, an asylum for the feeble-minded and idiotic, the colony for epileptics, a home for soldiers and their wives, a hospital for crippled and deformed children and the hospital for the treatment of tuberculosis in the Adirondacks. Much progress has been made recently in developing the reformatory system of the State. Arrangements have been made to move the State Industrial School, now at Rochester, to a country site where it is to be reestablished on the cottage plan, and a similar movement is under way for the reorganization of the House of Refuge on Randall's Island. The Legislature of last year wisely established the New York State Training School for Girls at Hudson in place of the House of Refuge for Women at that place.

Enlargement is the chief need of some of the State institutions at the present time. This is particularly true of the asylums at Newark and Rome for the custodial care of the feeble-minded and idiotic. Although, as has been said, the general poor law of the State provides that such persons shall not be maintained in almshouses, there are approximately a thousand of this class in these institutions, owing to the fact that the State asylums are lacking in accommodations for them.

Persons of this class, and especially the women, cannot be properly cared for and protected at almshouses. Indeed, their presence in such institutions is frequently a cause for scandal. Those who can visit the State Asylum for Feeble-Minded Women at Newark in this State should do so and mark the difference. There, about five hundred women of this class most needing protection are cared for by officers and attendants of their own sex. The Legislature of this State almost invariably shows a willingness to deal in a sympathetic manner with the needs of the unfortunate, and should this Conference think it wise to appoint a committee to urge this particular matter upon the attention of the Legislature, good results would be likely to follow. In this

connection it is to be remembered that it is the purpose of the Conference "to diffuse reliable information respecting charitable and correctional work and encourage coöperation in humanitarian efforts."

The almshouse system of the State has been practically reorganized during the past few years. In most of the counties good and effective work is being accomplished. In others, politics, unfortunately, produces its usual results.

If, as has been suggested, the keepers and other employees of these institutions, now unclassified, can be chosen through the competitive system, better results will follow. The further improvement of almshouse administration will be achieved when the idiots and epileptics are removed to State institutions, when the commitment of vagrant and disorderly persons is discontinued, and when the almshouses are allowed to become, what they should be in time, simply homes for the aged dependent poor.

There is another phase of charitable work in this State that has not yet been placed upon a satisfactory basis. Despite all that has been said on the subject it is a fact that in some parts of the State and by some public officials, children are still placed out in family homes in a careless and indifferent manner, indicating but little regard for their welfare. During the past year a number of such children have been removed from improper homes at the instance of the State Board of Charities. On the other hand some of the organizations that exist for the purpose of placing children in family homes are rendering excellent and discriminating service. The laws regulating this matter are, however, fragmentary and ambiguous and the means for supervision inadequate. This also seems to be a subject to which the Conference might properly address itself with the hope of securing such changes and reforms as commend themselves as desirable after a careful consideration of the whole matter.

The private charities of the State—Protestant, Catholic and Hebrew—vie with each other in a friendly rivalry to produce the most beneficent results. What Sir Felix Simon recently said in praise of the new Mount Sinai Hospital in the city of New York might properly be said of many of the other private institutions of the State. They aspire toward the ideal and with adequate

sympathy and support from the public many of them will almost attain it. It was my privilege not long since to visit the model institution for children that the New York Juvenile Asylum has constructed on the cottage plan at Echo Hills in Westchester county. This great advance is typical of the progress that is continually being made in the private charitable work of the State.

When more adequate means are supplied we shall expect to see the institutions for children better equipped as to their educational facilities, so that the children placed in their care may receive suitable industrial training as well as scholastic education. To the general public through their contributions, as well as to the public officials who hold the purse strings, must we look for the increased means necessary to secure this result.

In closing this address I desire to express to the members of the Local Committee the appreciation of the delegates for the generous arrangements that have been made to welcome the Conference to Syracuse. I personally know something of the large amount of work that has to be done by local committees and am more than grateful for the cordial welcome that has been extended to this Conference.

PRESIDENT HEBBERD: We are now to have some more music, after which Rev. Mr. Betts, representing the Local Committee, will make an announcement and Rev. Dr. Spalding, of the First Presbyterian Church, will pronounce the benediction.

Miss Wittkowski then sang "Jean," by Burleigh, and in response to an encore sang "Could I" by Tosti.

Rev. Mr. Betts of the Local Committee then extended to those in attendance at the Conference an invitation to attend a reception to be given by the Local Committee in The Yates, at 10 o'clock p. m.

PRESIDENT HEBBERD: Before the benediction is pronounced I would like to say that to-morrow at 10 o'clock the subject of Preventive Social Work will be considered; in the afternoon at 3 o'clock the subject of the Treatment of the Criminal; and in the evening at 8 o'clock the subject of Dependent, Neglected, Delinquent and defective Children, and to these meetings we most cordially invite all the citizens of Syracuse and vicinity.

BENEDICTION.

Pronounced by the Rev. George B. Spalding of the First Presbyterian Church, Syracuse.

Now may the blessing of Almighty God, the Father of all humanity, abide with you all forever, Amen.

The Conference then adjourned at 9.15 p. m.

SECOND SESSION.

Wednesday, November 16, 1904.

The second session of the Conference was called to order at 10.15 a. m. by President Hebbard as follows:

The Conference will please be in order. It is customary for the President to present to the Conference at this time, in accordance with the provisions of the by-laws, the names of the members of certain committees of the Conference, and these are as follows:

COMMITTEE ON ORGANIZATION.

| | |
|------------------------------|--------------|
| Edmond J. Butler..... | New York. |
| George McLaughlin | Albany. |
| Homer Folks..... | New York. |
| Dr. Robert W. Hill..... | Canandaigua. |
| Dr. Lee K. Frankel..... | New York. |
| Dr. William O. Stillman..... | Albany. |
| Mornay Williams | New York. |

COMMITTEE ON TIME AND PLACE.

| | |
|--------------------------------|------------|
| R. R. Reeder..... | Hastings. |
| Rev. Dr. Max Landsberg..... | Rochester. |
| Miss Mary Vida Clark..... | New York. |
| Rev. Dr. William J. White..... | Brooklyn. |
| Dr. J. C. Carson..... | Syracuse. |

COMMITTEE ON RESOLUTIONS.

| | |
|----------------------|-----------|
| Nathan Bijur..... | New York. |
| Thomas M. Mulry..... | New York. |
| Frederic Almy | Buffalo. |

Prof. James H. Hamilton, head worker of the University Settlement, New York City, and chairman of the Committee on Preventive Social Work of the Conference, then took the chair, and presented the report of that Committee.

CHAIRMAN HAMILTON: Our President has very kindly consented that I should change for this session the order of proceedings that will be followed in subsequent sessions. I have asked that the formal part of the program may take place consecutively before the general discussion is entered into at all. My object in doing this is to invite a discussion not only of the papers but also of our report. I think that since the preventive work is limited to a very small section of the total as it properly should be, if the saying is true that an ounce of prevention is worth a pound of cure; the scope might be somewhat broadened and I should like especially if the discussion might include the committee's report, which is sufficiently inclusive I think to take in almost everything. My personal object in making this request is to offer an opportunity for the people of this community, which is best known of all communities to me, to discuss some of the phases of preventive work which are going on here. I personally would profit by it and I know you would be profited by it. I wish very much that something might be said in the informal discussion under the head of small playgrounds for children, a work which has been going on here for a number of years. I wish something might be said as to the work of societies for the prevention of cruelty to children, the Boy's Club, and the Women's Union, and I might say that I think Syracuse deserves a much higher rank than it now holds in the public mind for the lines of preventive work which are going on here. We have selected the writer of one of our papers from the ranks of the workers in that line here. It would not be unprofitable if the entire program had been selected here.

REPORT OF THE COMMITTEE ON PREVENTIVE SOCIAL WORK.

The committee feels that preventive social work suffers for want of a clear, philosophic basis, that it has been too eclectic, too detached, and too unsystematic in its methods. Workers and thinkers in this field seem not to have looked deeply enough into the social organism; else their efforts would have fallen into

a more unified and a more systematic scheme. It therefore submits this report by way of a suggestion of some points which require chiefly to be observed in the interest of the best results in future investigations and essays.

It would urge caution against the adoption of preventive formulas evolved from the experience of persons engaged in curative work. The preventive medicine is not necessarily similar to the curative doses. In fact, preventive work relates to different phenomena—it deals chiefly with social institutions, while curative work relates mostly to individuals. Preventive workers indeed fall into two classes; (1) those who by contact instruct and lead individuals, and (2) those who study and seek to preserve, modify, or destroy institutions which make or unmake character. But the second class may obviously realize the larger results, and it is with this class that we wish here to deal.

This class should first of all be concerned with established socializing or desocializing institutions—with institutions which most obviously grow out of the very nature of man—like the family, the church, the school, and the state. It should be most interested in the proper functioning of these—as the family, in developing sympathy and mutual helpfulness; the church, in giving the sanction of religion to the ethical sense; the school, in developing intellect and economic capacity; and the State, primarily but by no means exclusively, in deterring from lawlessness by penalties and physical restraint.

The ideal of the preventive worker is a normally correlated and functioning society. The number of paupers, criminals and defectives are evidence of social sickness—they mark the extent of imperfect correlation, of imperfect functioning. We here offer some illustrations of ways by which effort may be directed to secure a more perfect functioning of the cardinal institutions which we have mentioned.

First, as to the family. This institution has won its true place as the normal citizen and character maker in so far as the juvenile wards of the State—those who lack the benefit of natural parents—are no longer given asylum from temptation and given institutional instruction in religion, morals, and the ordinary school branches, but are ingrafted upon a family. Society acting col-

lectively may through its agents break up an improper functioning family, i. e., it establishes a minimum standard of obligation between husband and wife, and especially between parents and children. It is coming to be conceded that every child born into the world is entitled to the culture benefits of a good home and to immunity from the vicious results of a bad home. It is therefore also important that it not unduly invade the good home and substitute itself for the moral force of the parents toward their children. The preventive worker, or as he is commonly called, the social worker in the institution of the settlement, needs likewise to have a care lest the social center become too much of a substitute for the home among the young people. This is especially true if the settlement happens to be in a neighborhood of people of foreign birth. Here the thoughts and aspirations of the young are of the new world, and they readily attach themselves to persons of American antecedents. The parents on the other hand are more or less excluded—to some extent by a foreign language, and to a greater extent by foreign associations, sentiments and feelings. There is evidently danger here lest family sympathies be unmade in the effort to make Americans of the young—and this would mean the loss of the most essential element in the making of Americans of the proper fiber and texture—too rapid a process in American-making may easily mean a shoddy product. If the feelings of the middle-aged immigrant are, say, ninety per cent foreign, and if the feelings and sympathies of the children are, say, 90 per cent American, there is too narrow a margin of sympathy within the family—it is likely to lose nine-tenths of its value as a socializing force—it may become a desocializing force because of the antagonisms and discords that develop. It is better that the feelings and sympathies of the children of immigrants should root back into the old world, and this end might be served by appropriate lectures, literature and entertainments bearing on the life of the fathers. The margin of American feeling among the older people may be increased through talks and literature upon American history and American institutions in contrast with old world history and institutions, given in a language which they will understand. The margin of sympathy may be still further increased through plans for united action by

both the old and the young on behalf of social or civic betterment. And it may be still further increased among young parents through the agency of mothers' clubs—the mothers coming into conference with the teachers over questions of home and school training for children.

The institution of religion needs also to be carefully considered. This is a field in which the social worker may do little if anything of a constructive nature—it may be better that he should not attempt to do anything—but he may avoid doing much that is destructive. As a general proposition it may be best for society that children should come up in the faith of their parents—otherwise in nine cases out of ten it will be no faith at all. The social worker finds frequent opportunity to encourage the young people with whom he is brought in contact to remain in cordial working relationship with the religion of their fathers. He should not neglect these opportunities—perhaps not because of any particular concern for those immediately affected, but their defection will tend to devitalize a historic religion and to reduce its power to keep people in general moral and social.

The function of the school in preventing unsocial types is a matter that needs careful consideration. They are apt to devote too exclusive attention to the children whose tendencies are normal, to put forth too much effort to develop the genius, and too little to prevent the development of the degenerate. Here is a double responsibility, for truancy implies both the industrial handicap of illiteracy and first lessons in law breaking. The elimination of truancy may require more attractive methods, perhaps this may mean more concrete methods, of instruction, on the one hand, and more effectual punishment on the other. It has seemed expedient to devote a portion of this session to the consideration of a unique and most interesting method of dealing with school offenders, a method which is designed to arouse a keener sense of law among children through the practice of law enactment.

The lawful character is developed in two ways, first, by arousing a sense of the reasonableness and the righteousness of existing laws; and, second, through lawful conduct induced by fear of punishment. We look chiefly to the State for the application of the second method. Much attention has been paid by social work-

ers to the question of children's courts, and there has come to be a pretty general agreement as to the wisdom of having separate trials for juvenile offenders. The question of the prompt arrest of this class is deserving of more attention than it has yet received. Even the police are apt to be overkind to young law breakers. Children who fight, who commit petty thefts and who offend against the public peace are looked upon with more indulgence than is good for society. Many a boy is allowed to become a criminal because of this tender regard for his absence of evil intention.

But while it should be as hard as possible for a boy to do wrong, the corollary of this should be kept in mind, namely, it should be made as easy as possible for him to do right. Society often makes it so hard for the boy with his abounding spirits to do right that unlawful conduct becomes almost inevitable. One of the largest schools in New York City stands opposite the University Settlement House and is constantly under the view of the committee's chairman. It empties its three thousand children every recess into an already crowded street, which is their only campus, their only playground. The situation compels them to commit crimes against the public order regularly; it makes offences against the rights of persons almost inevitable; and it makes crime against property very likely. This situation is not the exception in New York City—it is the rule.

Laws have been generally provided to protect the physical health of dwellers in the tenement houses, sometimes requiring a certain quantity of air space for each individual. The social health of the school children should require a certain minimum amount of recreation space for each child. Old world cities are apt to move more rapidly than American cities in this direction—and we might find valuable suggestion in the examples of Munich, which requires a minimum of 25 square feet for each child, and of London, which requires a minimum of 30 square feet for each child. A campaign for more school recreation facilities in almost any of our large cities would be actually a campaign for the prevention of crime. It is found in the settlements that athletics get hold of a class of boys that can scarcely be reached by other means. Interest in gymnastics is a preliminary to interest in

the literary activities of the club, as interest in literary activities in turn is a preliminary to an interest in the social service activities which come last.

This report may well close with a suggestion to preventive social workers for their guidance both with reference to work among individuals and with reference to institutions. They need to be warmed against the grim visage and the absent manner and to be reminded that people in general require the warm rays of human friendship to keep them socially normal. The light emitted from the warm heart through the countenance is as essential to growth in social strength and character as the light of the sun is essential to the growth of vegetable life. The American people have lost much of the countenance that beams and radiates friendship; it seems to require some dire crisis to break the crust of reserve and show us helpfully human; preventive work calls for a constant habit of friendliness and for the open, frank, and hearty expression of it wherever man rubs elbows with man. He needs likewise to be reminded of the value of institutions which foster social communion, especially those of an inclusive nature like the café which brings all sorts and conditions of people together.

CHAIRMAN HAMILTON: The first paper of this session is given by Prof. Charles R. Drum, Principal of the Prescott School. Before I allow Mr. Drum the platform, I wish to say that he is a leading disciple of Mr. Gill, who is the author of this idea. The paper which Mr. Drum will present here, now, is entitled "Juvenile Delinquency as Affected by the Practice of Democracy in the Schools."

JUVENILE DELINQUENCY AS AFFECTED BY THE PRACTICE OF DEMOCRACY IN SCHOOLS.

Every child has the dramatic instinct. To a large extent he lives the lives of others. Great are his powers of imitation. The joy of impersonation makes his childhood an Eden. Without it, life is a barren desert yielding no fruit of character. To be a familiar animal or person, to play school and housekeeping, to act and live the life of a laborer of some kind is the chief occupation of childhood.

A mother to punish her boy tied him to a post on the porch. He immediately turned into a cow and spent a pleasant hour chewing a cud and whipping flies with an improvised tail.

This implanted imitative power is the only way by which the child becomes the possessor of the rich legacies of knowledge, wisdom, and right conduct. We know not what we act not. We know by being and doing.

To secure right conduct, suggest characters to be impersonated. All study of biography is valuable in that the characters studied live again in the lives of the students by imitation. They impersonate the character and conduct and by so doing weld it into the fiber of being. Likewise every boy who reads the deeds and daring of bad men places himself under the spell of a strong suggestion which is liable to lead him to ruin. Concrete stories from the lives of men influence a thousand-fold more strongly than abstract truth. A listless class reading Shakespeare is transformed by assigning characters to individuals. From death and stagnation, life springs forth under the warm sunlight of a new interest. In any class in any subject, if the dramatic instinct is appealed to, the results are excellent. Writing compositions, the bane of most pupils, becomes a source of much pleasure to the pupil who imagines himself a traveler, a reporter, an agent, or a resident of the place described. He lives a new life with new interests and a broader outlook. He is projected to a higher plane. The minister who feels himself the ambassador of God with a message to men thrills the souls of those who sit within the spell of his eloquence. He is what he believes himself to be and so speaks with authority. "As a man thinketh in his heart so is he."

Since an appeal to the dramatic instinct through suggestion is so richly rewarded, it would seem wise to make use of it in the management of a school. Instead of preaching in the abstract, give the pupils a chance to live in the concrete. This is being done in many schools. The spirit of democracy as expressed by coöperation in school government has entered the common school. True to the law, the results are good. There is a better spirit, better conduct, better marching, better language and greater honesty.

The pupils are citizens—real, live citizens of school municipalities. They select delegates to conventions, nominate, and elect

officers who perform the functions of their respective offices with dignity, delight, courtesy, and wisdom. They enter into the spirit of it with interest and zest. A new idea of school affairs possesses them. They are a part of it and have a voice in the making and execution of laws. As a listless reading class awakes and does better work under character suggestion, so have been transformed the schools whose pupils are real citizens active for the general good. A government by the pupils for the pupils is the most favorable suggestion to good conduct known. "Are you an officer?" asked the teacher of a small boy. He proudly replied, "No, but I am a citizen." To be a citizen is a great honor. To be an officer is to be a servant, a most honorable position, for service is one of the highest functions of man. The servant is not greater than his Lord, however. A chief marshal was lured into forgetfulness one day and was guilty of bad conduct in his room. The other officers, his good friends, suspended him from basket ball for one week. Sometimes, though very seldom, an officer who is churlish in disposition and dictatorial in manner is chosen. A petition signed by the citizens and presented to the governor, the principal of the school, secures his removal from office. The citizen is the person to whom the officer is responsible. In this country, a citizen is a king, the ruler of his country. With few exceptions, every officer chosen proves the wisdom of the electors. He does his duty with an eye single to the best interests of the school.

A few days since two boys started to fight. They were arrested and brought before the judge who decided, with the aid and advice of a jury of eight large boys, that the loss of recess and a stay of twenty minutes after school for one week would be the proper punishment. They also made a ruling that pitching buttons, the cause of the fight, was contrary to the school laws. The next morning the chief marshal told the classes the decision and gave them good reasons why such games should be discontinued. It stopped at once entirely. The principal had absolutely nothing to do with the matter. It was thought out, planned, and executed by the boys. An activity for good like that builds character.

In another school, a Jew was brought up for swearing. The prosecuting attorney was a Jew. Upon admission of guilt, the

attorney, taking two steps forward, and with an emphatic gesture, said, "And you, a Jew, one of God's chosen people, and take His name in vain. You have been taught better than that at German school. You have been taught that 'Thou shalt not take the name of the Lord thy God in vain.' What kind of a fellow are you anyway?"

Such speeches as that are more valuable than teachers' or principals' addresses, in that they carry greater influence. The power of a young leader among young people is greater than that of any adult.

Vulgarity is almost unknown and the following illustrates how it came about. A large boy was disorderly in the hall. The officers had spoken kindly to him several times in regard to it. He resented it as an infringement upon his personal rights. In attempting to fight the mayor one noon he used indecent language. The judge after consultation with the principal called a special session of the court and the result of a speedy trial was the court's recommendation that the principal suspend the offender. The principal, as he usually does, obeyed the suggestion of the court, and suspended him. His return to school was the beginning of a new era of good conduct. He became one of the best boys in the school. Public opinion of the right kind is created through officers, juries, and judges by ideals of citizenship wisely taught. Ideals begin to govern largely the lives of the older grammar grade pupils and their conduct is a medium of suggestion to the younger pupils who respond quickly to the influence.

Charles E. White of Franklin School says: "Swearing and vile language have almost entirely disappeared. Some of our troublesome pupils have become the most reliable. Fifteen of our teachers attended a funeral, leaving their classes in the hands of pupil officers. The work went on as usual. Under the old system children would persist in wrong-doing on the sly. Transgressing at every opportunity, they may become untrustworthy, sly, hypocritical and bold. To look upon wrong and not rebuke it, to see law violated and keep silent, to know of crime premeditated and not prevent it is a positive injury to pupils." A principal of a New York City school says: "Our first mayor was a boy whom I feared I should be obliged to suspend. After his election he caused no

more trouble. He felt keenly the responsibility of his position and obtained and preserved better order than we had before succeeding in securing."

Lang says: "Faith in a child and the encouraging attitude which springs from this faith has never marred a single soul. Think of the victories it has won, the souls it has redeemed." Trust warms into life the best in an individual. "How came you to change your course in life," said a man to a reformed convict. "It was after a little talk with the Earl," he replied. "And what did the Earl say which influenced you so much?" "It was not so much what he said, but he took me by the hand and said—'You'll be a man yet, Jack.' It was his soul of love expressing trust through hand and voice." Charity never faileth. Man loves and trusts God in proportion to his realization that God loves and trusts him; and when the great fact of the Creator's love and trust dawns upon the consciousness of an individual, a new day begins with new hope, higher ambitions and more exalted aspirations. When the pupils feel the faith and trust of principal and teachers as they are led to do through its concrete expression in self-government, a new and better day dawns in the lives of the children in that school.

Thus pupils do right in a self-governed school in harmony with the dramatic instinct and in accordance with the law of reciprocal trust. It is as impossible to fail in securing good results under proper conditions as it would be to stop the change of seasons. Conditions depend upon the attitude, bearing, tact, heart, and spiritual force of the teachers. If the teacher is wrong in heart and lacking in spiritual force, there is no trust and hence no operation of this beneficent law. If trust exists not, the attitude and bearing is sure to be in opposition to the proper appeal to the dramatic instinct, and failure results. This failure is not a failure of the law, but an absence of the conditions upon which depends the operation of the law. The organization is the skeleton, helpless and impotent without the living flesh of an enthusiastic personality to give it form and motion.

In a school was a boy so mean that he would bring live rats and release them upon the schoolroom floor. His mother said that

he was mean as a baby. An election placed him in a position of trust and the change was marvelous. He became a better boy. In another school a boy was irregular in attendance, untidy in dress, and almost incorrigible. A place of responsibility in the school government caused the formation of better habits of dress, conduct and attendance.

It is sound wisdom to harness the strong, manly, though sometimes mischievous boy, to the load drawn by the teacher that he may help pull it. He seldom fails if given a chance. Such boys do more to mold public sentiment in a school than all the teachers without them. A young man in an evening school said to the principal, "I don't come to night school to learn." "What do you come for," said the principal. "I come with the 'gang.' I got them to come. I have had all this work." After he had declined an invitation to go into a more advanced class, the principal said: "I'll tell you what I'll do. I'll make you an assistant teacher in that class." Night after night, during a whole winter, that boy assisted the teacher. When he was present there was good order. He was the leader of a gang made a power for good order by a tactful enlistment of his service. The assistance of such boys is indispensable to a well-managed school and of incalculable value to their own best development. The so-called incorrigible boy is often a misunderstood boy whose heart is warm with generous impulses and noble desires. Without an opportunity to express the good it atrophies and dies, and great loss to sound character results. Give them freedom, then, not only to express the thought of the lesson, but to act freely, through conduct, their inmost selves in order that by better knowledge of present capital the teacher may best know how to invest for their future. In a school of teacher bossism and domination free expression is unknown, except upon the street or in the home. A prison is seldom the place to reform a character and, I am sure, is no place to build one. The lock-step and graveyard silence of a prison should find no place in the schoolrooms of free America.

Character is the result of free choice. One day a boy violated a rule. The teacher said: "I am afraid you never try to do right."

In an injured tone he replied: "I try most all the time. Lots of times I don't do wrong when I could just as well as not. I forgot that time." By the exercise of the will in choosing the right course of conduct there is developed a strength that will stand the test in days to come. They do right because it is right to do right, or they do wrong because they prefer to do wrong, and they choose the wrong because their ideals are low. The teacher, by suggestion, trust, inculcation of ideals through concrete examples, lays a solid foundation for self-government. This self-government must be given freedom of expression by active participation in government. The conduct of the older pupils is an excellent medium of suggestion to the younger pupils, and the whole school is molded and fashioned according to the teacher's tact, faith in child life and ideals.

Organized democratic school government is the use of the imitative instinct for creating a better citizenship. It is an expression of trust to which every child responds. It gives free opportunity for the exercise of choice, thereby training the will. Therefore, from the nature of the case we would expect a reduction of delinquency in schools practicing it, and as a matter of fact know from personal observation and experience that it has the effect desired.

CHAIRMAN HAMILTON: The title of the second paper of this session has been changed to read as follows, "Child Labor Legislation." It is given by Mr. Myron E. Adams of the Welcome Hall Social Settlement, Buffalo.

CHILD LABOR LEGISLATION.

In 1902 representative men of New York State coöperated in an effort to secure more comprehensive and effective child labor laws. Many members of this Conference lent their influence to this movement. The result was the amendment of former legislation and the addition of new provisions, which made these laws the most practical and progressive of their time. The first law in this State was passed 16 years before this, but never before had there been such public interest or general approval. This fact

was due largely to a campaign of education carried on by the child labor committee through a public-spirited press.

The material was old and important but not familiar. The conditions which inspired the beginnings of child labor in England afterward conspired to make its perpetuation seem an industrial necessity. Few abuses have presented a more cruel and tragic setting. Protected by vested interests, by unprecedented prosperity and by public apathy it had been accepted as a part of a great nation's industrial system. It could not be uprooted in a day or a decade. Robert Owen and the Earl of Shaftesbury labored for a lifetime to show to their countrymen the danger and disgrace of such a system. They did much and out of their labor was born a strong impulse, which was gradually embodied in wise and persistent laws.

The introduction of the English factory system and the development of the coal mine in the United States assured the existence of a similar field. There was also added an unusual combination of reasons for this class of labor. There had never been such strict laws of competition, requiring the least possible waste in either material or labor; or such rapid advance in the invention and construction of machinery which did not require the labor of adults. The number of improvident families in the north and the south was continually growing and there was a constant influx of irresponsible foreign families with no well-defined conception of the parents' responsibility or the demands of the new world's progress.

Most of the efforts to counteract this condition were in their beginning timid and ineffective. Labor was unorganized and the public was not familiar with the conditions or the dangers. An awakened public conscience, however, demanded in time the improvement of the system and the better enforcement of existing laws. Despite this improvement the twelfth census estimates the number of children under 16 years of age engaged in gainful occupations as 1,752,187. We are therefore approaching a subject of present moment when we consider the subject of child labor legislation and we make it most pertinent to this Conference if we use the principal illustration the laws of our own State and the most satisfactory means of securing their enforcement.

PLAN OF CHILD LABOR LAWS.

In 1802 Lord Peel secured the passage of a law in England which prevented the employment of a child under 9 years of age in the cotton factories, or any person under 16 years of age for more than 12 hours in any one day. In 1867 Massachusetts passed the first law in this country, providing that no child under 10 years of age should be employed, or over 10 years of age should work for more than 10 hours in any one day. New York in 1886 passed its first factory law which declared that no child under 13 years of age should be employed in any manufacturing establishment and that no minor under the age of 18 should be employed for more than 60 hours in any one week. These three laws contain the fundamental provisions upon which all subsequent laws were based. These provisions are *absolute prohibition* and *direct protection*.

The first step in *absolute prohibition* was a difficult one and applied to only a single industry. The age of nine may seem at present too tolerant a limit, but even this was secured only after the most persistent appeal on the ground of physical and economic necessity. It was followed by a steady demand that the limit of age and of physical and mental unfitness be made to conform more fairly with the growing realization of public responsibility. Without this prohibition the present public school system and its corollary of compulsory education seem inadequate and meaningless.

The limit of prohibition was extended in time from the minimum of 9 years to the maximum of 14 years, and to this were added all those under 16 who through mental or physical deficiencies were unfitted for labor. The New York State law now provides that during the school year no child under 14 shall be allowed to work in the factory, store, or in the mercantile or delivery service, and that no child under 10 shall be allowed to work in the street trades in either Buffalo or New York.

The second provision was *direct protection*. If the child is to labor during the period of adolescence there should be some power to restrict that labor, and to provide for its leisure. It was natural that the first restrictions should be with reference to the hours of labor. In 1832 the Earl of Shaftesbury said that he had it on evidence that the distance which a child trav-

eled daily in the performance of its labor was from 20 to 25 miles and that he thought that when the House in its mercy decided that 45 hours a week was a term of labor long enough for an adult negro that it would not be unbecoming that spirit of leniency if they had considered whether 69 hours were not too much for the children of the British Empire.

Through varying stages there has been a gradual decrease in the number of hours in which a child may be employed until at the present time the progressive law of our own State provides that no minor under the age of 16 shall be employed, permitted or suffered to work in any factory in this State before 6 o'clock in the morning or after 9 o'clock in the evening of any day, or for more than nine hours of any one day.

This law not only safeguards the present but it also provides for the future. It objects most strenuously to mortgaging the child's future capacity for the sake of its present utility. In its insistence upon proper credentials before the child is permitted to labor, it places a premium upon the child's preparation physically and mentally. Our State law says that "No child between the ages of 14 and 16 shall be employed, suffered, or permitted to work unless he has received an employment certificate." This employment certificate certifies that the child's school record has been examined and that indubitable evidences of his age have been received. The school record contains a statement from the principal of the school that "the child has regularly attended the public schools for a period of not less than 130 days during the year previous to his arriving at 14 years of age, or previous to the time when he applied for such a school record, and that he is able to read and write simple sentences in the English language, and that he has received during such a period instruction in reading, spelling, writing, English grammar, and geography, and is familiar with the fundamental operations of arithmetic up to and including fractions. Moreover, the officer is not even then compelled to issue this certificate unless he is convinced that the child has reached the normal development of a child of his age, and that he is of sound health and is physically able to do the work."

These provisions necessarily have strong reinforcement from the fact of their comprehensive extension over every industry.

Those sections of the law which have to do with factories are enforced by deputies appointed by the State Department of Labor. The mercantile section, which before last year applied only to children in the stores, has been broadened in scope so as to include those in the mercantile and delivery service. This is enforced by mercantile inspectors appointed by the local health board. The street trades law which has been in force only a year is under the supervision of the school board which issues the certificates to boys between the ages of 10 and 14, and through its truant department secures the enforcement of the law on the street.

Besides this there is a cumulative penalty for the violation of the law, which applies not only to the employer but also to "any person who knowingly makes a false statement in any application." It provides that the person thus convicted shall be punished for the first offense by a fine of not less than \$20 nor more than \$100; for the second offense by a fine of not less than \$50 nor more than \$200, or by imprisonment for not more than thirty days, or by both such fine and imprisonment; for the third offense by a fine of not less than \$250, or by imprisonment for not less than sixty days, or by both such fine and imprisonment.

The strongest reinforcement, however, is the comprehensive scope of the Compulsory Education Law, which offers the only adequate solution of the child labor problem. In New York the school law has been harmonized with the factory, mercantile and street trades bills, requiring all the children of the State, without exception, to attend school during the school year until they are 14, and in the large cities when they begin work at the age of 14 to complete their elementary education by attending night school.

PROCESS OF ENFORCEMENT.

These laws have been promoted by men who have made a very careful study of the situation and who understand the difficulties which attend their enforcement. This is very necessary, for those who live in the community against which most of the prohibitory laws are directed know the futility of passing laws that do not contain penalties or powers strong enough to make them effective. This is true even when they only curtail the pleasures of the individual, but it is doubly true when they affect the industries

of the same. Then it is necessary that we should know from within as well as from without what is best for the public good as well as for the advancement of the individual.

There is a certain part of the public that forget easily and it is natural that they should, for in the changing scenes of their daily lives unfamiliar facts and conditions are soon lost sight of. They see an evil and demand legislation, and as soon as their ideas become crystallized into laws they are satisfied to shift the responsibility for the execution of those laws into the hands of those who never were and never could be in sympathy with their enforcement.

There is another class who see before them constantly the threatening hand of authority. It is aimed at their pleasures. It is directed toward their industries. But often the hand merely threatens and seldom falls. Then they learn to disregard or discount the law and to discredit all manifestations of authority. In the enforcement of the child labor laws there are three persons who must face the situation with more than ordinary interest, and the efficiency of these laws depends largely upon the attitude that they take. They are the employer, the parent and the child. These three are the ones chiefly affected by the law, and they have the right to know why they are discriminated against in the matter of their right to employ and to be employed.

It must not be taken for granted that these laws will be understood equally by those who made them and by those who have always regarded the employment of children as a necessary part of the present factory and economic system. The employer has exploited the usefulness of the child. In the progress of the industrial world the child has often been made to do the work of the man. With the aid of machinery and nimble fingers he is able to do as much as the man could do before him. The employer sees no relation between the leisure of the child and the industry of the man, for the character of the children who play about his factory or his store is often of the kind that suggests the need of restraint rather than of freedom. He may know something of their need of money and may consider it a meritorious act to provide employment for those who need it badly, overlooking the fact that by so doing he is really relieving

the one who is much more responsible for the care of his family from the same privilege and is infringing upon the child's right to devote at least a small part of its life to the natural pursuits of childhood. Often not knowing the conditions in which the child lives, it is almost impossible for the employer to understand the need of the child for adequate preparation for a life that will require the use of every power, either natural or acquired.

The parent also feels that he should have some right in the determination of the activities of the child. In the home of the working-man there is always a chance of some crisis where every force must be used to bridge over the gulf that threatens to engulf the family. It is not a lack of sentiment, then, that the child should work; it is a matter of life. When we consider how small a margin the working-man has for the support of his family in time of emergency, and the frequent occurrence of families where the number in the family and the earnings of the parent are fatally disproportionate, we can understand how tragic it seems to the home when, by some fatality, the care of the family is transferred from the father to the mother and the children.

There are many families that do need the earnings of the child as soon as he can work, and this means in many cases far too early. The parent is too busy providing the means of subsistence to take any great interest in the child's education. Often the child has shown little aptitude for the school work, and has received little or no inspiration from the home. In all sincerity, but without any conception of the child's future need, the parent may decide that it is better to send the child to work than to compel attendance at school when study seems so distasteful.

The child previous to his fourteenth year has very little idea of the direction of his industry. He may tire of the routine of the school. Most children do at some stage of their school career. He may even go so far as to proclaim his utter inability to learn. He may also surprise his family by expressing a desire to aid in their support; for then he knows that he becomes his own master and has that large freedom of the boy who has joined the ranks of industry.

There need be no apology for those who have in mind the exploitation of the child, who look upon him merely as a machine

to be used and to be cast aside when his days are spent. Every force that opposes their selfish will is to them as inexplicable as it is unendurable. This class, and there are many of them, will have to be dealt with summarily and without capitulation. The laws are explicit and the cumulative penalty offers such a strong reinforcement that very few would dare to violate the law if it were properly enforced.

Many employers who think they have the child's interest at heart, unwittingly exploit it. To these there should be given some sufficient reason why the State has placed the ban upon child labor. The parent and the employer are often willing that the child should leave school at a very early age and begin to show his economic value. When they attempt to put their views into operation they are confronted with the imperative of the State, "Thou shalt not." It is most natural that those who think that they best understand the need of the child should stop and ask who these people are that force the law upon them and their reason for so doing.

The employer will know who the men are that secure the passage of such a law. Their names stand for great financial interests, for moral integrity, and for the best kind of philanthropic effort; but the parent and the child—what do they know? They say in all sincerity, "Those who are assured of a means of sustenance have said unto us again, that we are to be handicapped in the earning of our daily bread." If the parent is made to see no farther than this, the great principle which underlies this effort is lost. The whole effort of these laws is to give the child a chance to earn more than his daily bread, and the parent who does not perceive this can easily undo all the good the law is capable of doing.

The reasons for the restriction of child labor are manifold. If the employer will read the history of industrial England in the middle of the eighteenth century he will find a picture of the appalling results of child labor. Children worked like slaves in the galley. They could not lift their voices in rebellion for none would listen to them. They had few champions, because it meant the loss of all political power and social prestige to champion a cause that meant a blow at the prosperity of England. The

employer will see that the same difficulties attended the establishment of the system in this country. The feeble attempts to enforce the law against the employment of children in New England brought about a state of affairs that paralleled that in England. Then when the enforcement of the law became more strict, the employer found new fields for the exploitation of the child in the South. He must have the child. Here there was an abundance and no restriction on their labor. With no one except a foreman to watch over them, these little children of the South worked day and night for the merest pittance. This is the inevitable result of unrestricted child labor.

If the employer says that these conditions do not apply to his factory or store, let him remember that in the majority of states at the present time there are laws which regulate the labor of children and that these laws determine the limit to which his competitor as well as himself can go in the matter of employment. If these regulations were withdrawn and his competitors had no scruples against the employment of children he would feel very soon the effect of the smaller wage and the longer hours that generally attend the substitution of children for adults. Then would come the great problem how to cut down the expenses to meet the reduction of the competitor, and in these days of the smallest possible waste there is no doubt that the burden would very often come upon the child. The employer ought to see that when this law is enforced equally it works him no hardship while it is a positive boon for the child who soon enough begins to labor for his daily bread.

A campaign of education similar to that carried on among the employers of the South is of inestimable value. Let the employer see that for the future of his commercial interests the child must be cared for; make him responsible for his share of the solution of this problem. The employers are the backbone of our industrial system. Surely they only need to see this matter in its right light to correct the abuses which exist among them.

The parent has often taken sides with the employer and it has been this unanimity of opinion that has prevented the general public from coming to a better understanding of the matter. It is true that in the majority of cases the parent

must be given the credit for knowing more about the child, its peculiarities, its physical needs and its mental development, than any outsider could possibly know. But it is this very nearness to the child, this lack of perspective, that often makes the deciding of the child's career most unfortunate. Many times the understanding has come later when the truant boy has become the incompetent or vagrant man, and when the boy who was so willing to leave school and go to work has found himself handicapped at twenty years of age, and sees his more fortunate fellows passing him in every branch of industry. Then he confronts his parents with the fact that they did not compel him to attend school and obtain an education that would fit him better for life's duties. Then and not till then do they understand. Then they have the perspective which was lacking in the days when their responsibilities for the child were great and his earnings were small.

It has been the aim of those who have charge of the distribution of the child labor certificates and the examination of those who apply for the same to give to the parent some idea of the content of the law, showing that it was enacted not only to prevent great abuses, but also to give the largest possible opportunities in the way of an education and training to all the children of the State irrespective of position or ability.

It is left to the public school to accept that large responsibility for parental education that our day is forcing upon them. The mothers' meeting and the neighborhood gathering should be made a means of disseminating the gospel of a large opportunity. The truant officer as he visits the homes of those who do not obey this law should carry to these homes not only the authority of his office but also the reasonableness of his demand.

It is very difficult to give the child any reason why attendance at school is as commendable as wage-earning labor. It is contrary to everything that he has seen or heard. In his home, school is regarded as a privilege granted by the parents, although in the boy's mind it is a very doubtful privilege. The child has often little incentive from without and still less from within. The only explanation to the child must come from the school itself. The school must be made more attractive to the boy and his intellectual development must be made more natural and less

burdensome. If this is done the boy or girl will not prefer the labor of the factory to the work of the school.

The ideal enforcement of these laws will be secured only when those who are chiefly interested see their reasonableness. Observation has shown that social approval and disapproval is much more serviceable than a penal code.

However, there is a social education in the rigid enforcement of such a law. This law must be enforced. If it is not enforced the children who grow up in our cities without regard for law, or without respect for opportunity or education, do not so much owe restitution to the city and country for the character of their after lives as *we* owe restitution to them for having left them to the tutelage of the shop, the store and the street at an age when they should have been preparing for the larger duties of life.

Under the new administration it is agreed that we must have a more general enforcement of these laws than we had under the administration which soon ends. The factories of the State are employing hundreds of children contrary to the law. The stores and offices of our cities are vitiating its spirit as well as its letter. New York City has made little attempt to enforce the Street Trades Law, which protects the children of the street. There can be little excuse for the existence of this condition with a public sentiment against it. The Child Labor Law is too practical and essential to become a dead letter in the cemetery of our State laws.

CHAIRMAN HAMILTON: There is no one in the United States so competent to discuss the subject of democracy among children as the founder of the George Junior Republic. I am very glad to be able to introduce to this audience Mr. William R. George, who will discuss the first paper.

MR. GEORGE: I might get stage fright if I took the platform, so I will discuss the paper from the floor.

Prof. Drum in his paper gave expression to a pertinent truth, when he made the following statement: "We know not what we act not. We learn by being and doing."

I think every one of us recognizes the truth of this statement. Being and doing are two of the principal causes that contribute to the greatness of Americans as a people. To be sure the carrying out of this idea means serious blunders in many instances.

It is not necessary for us to enumerate the blunders we have made as a nation, but great blunders have taught great lessons and probably, as a nation, we are all the better for our serious experiences, although the refining process has been severe.

We know this much, that among nations where the law-making powers are vested in nobility alone, we find few master minds or self-reliant citizens.

Recognizing these truths, why may not we who have the control of youth give them the chance to learn self-government by being and doing?

To this many reply: "We give our children much in this direction; a large portion of our time is taken up in the teaching of civil government and history; and lectures and essays on America's great men are rendered." This is most excellent, but after all it is theory and according to the old saw, "A pound of experience is worth a ton of theory." To be good governors they must govern. Sure enough they will make mistakes, but, as a rule, that's the way we learn things. While not always true, generally speaking it is safe to say that the more mistakes we make in our youth, providing some would-be friend does not interpose to protect us from the retribution which follows, the fewer mistakes we will make in our manhood. "But," says the over-cautious guardian, "our business is to shield our youth from errors and instruct them to walk in correct paths."

A guardian who makes that sort of statement usually confines his time to forcing theory into the minds of his wards, and, if he did but know it, is doing the young people positive harm, particularly if he has under his control those who possess an unusual amount of energy. That sort of a system may work with a half-witted youngster, but it will never succeed with a *real* boy. Imagine, if you please, teaching a company of boys to play football by theory. Try it. Put them up against a team that has had practice in the game. If any of you are football enthusiasts you know what the result would be. Endeavor to teach a boy to be a soldier by simply allowing him to read military tactics. He might have the whole military system down to a fine point theoretically, even to the duties of a general, yet put him in charge of a corporal squad, and if he tried to get them around a street corner he would probably land them in the areaways

in the building opposite. Again, he might have political science down to a nicety, but unless he has swapped marbles and jack-knives with his companions he is practically doomed to failure in his first business enterprise.

Our self-made men are those who have been obliged to encounter practical difficulties with little or no protection, and who can say they are the worse for it?

My earnest plea is to give America's boys and girls more opportunity to learn by doing; to rub up against one another a little more; to stand or fall on their merits; to save as much time as possible by getting experience of the kind that hurts a little bit in their youth and thereby be saved from the same sort of experience later in life. Right methods used in this direction will save at least six years in the life of every man, if the being and doing in self-government can be commenced in his early teens.

How can this be accomplished? For the purpose of classification I will divide youth into three groups. The first group, those who attend the public schools. These can learn the duties of citizenship by exercising the functions of self-government in various features of the school work as outlined by Prof. Drum.

The second group, the boys and girls who work during the day. These can be taught practical self-government through membership in social and literary clubs, operated to as great a degree as possible on self-government principles.

The third group has the rarest opportunity of all in this respect, providing right methods are used. I refer to youth in the custody of public and private institutions. These young people are in a little world of their own; what the conditions are within that world depends upon the board of managers or superintendent of the place. This world may be anything so far as its internal government is concerned. It may be a government whose form is worse than that of Russia, or (do not think I am visionary, I speak from what I know), it may be a democracy as real, as free and ennobling as our American commonwealth. But I am sorry to say that even a modification of this pure democracy does not hold sway at the present time. This is what we usually have. A boy is taken to an institution, a uniform is placed upon him and at once he looks like all the rest.

He and a few hundred others eat the same kind of food each day and sleep in the same sort of bed. Perhaps the boy learns a trade, but no immediate economic result follows. He fares just the same as the rest, whether his work is good or bad. He finds himself surrounded by rules and regulations made by the powers above, who know little of the actual internal conditions. There are scores of other things that convince him he is only one of a common mass; not one single opportunity for individuality to come forth. What self-respecting boy would not rebel? If he possesses unusual energy, not many days are going to pass before the authorities will discover that he has done something that causes them to declare him incorrigible. Why? I will guarantee if you take the individuals whose names adorn the pages of "Who's Who in America" and place them in like surroundings, that within twenty-four hours the warden who had them in charge would be obliged to call upon the Governor for troops to hold down the place, and the declaration would go forth that that institution contained the worst lot of incorrigibles American could produce.

This sort of system is wrong for the normal boy. I will say, however, that in the cases of individuals who are somewhat deficient, something may be done through this method in the line of teaching the habit of steady occupation; but your real, energetic youth with a strong character, living under a system of this kind, is liable to be turned out a criminal of the most dangerous type.

There is a ray of light appearing in some institutions. They are allowing individuality to have a little more play. The young people sometimes are allowed to possess property, even if it be nothing more than a necktie. There are grades in the fare, the rooms and the clothing, according to ability and deportment. They may be given a little latitude in the expression of their opinions, but this is about all. The board of managers and superintendent still make rules. It is an absolute monarchy of about the type of Russia. How we all love Russia! Nevertheless, it is a long way in advance of the first system I described, for which there is no other place on this sphere where you can find a form of government to use as a comparison.

A third form of government may be put in operation in institutions without giving conservative managers too great a shock. We might call it a sort of constitutional monarchy carried out something like the following: Institute a medium of exchange perhaps nothing more than cardboard checks representing money; pay the boys for their work and according to their grade of work with this token money. In turn require them to pay for everything they receive; food, clothing and comforts in general. With their extra money let them procure such luxuries as the institution affords. If they have no money let them go without everything. Then boys who are inclined to steal will do so, but they will be stealing from their peers. Without any theoretical talks on self-government, at once you will find the boys making or suggesting laws for the protection of their property and the control of the wrong-doers.

The crook who heretofore was such a hero in the eyes of his fellows will cease to be exalted when property and self-interest enter into the equation, and the fact that he will be locked up because his peers can not trust him will take all the romance out of wrong-doing, so far as he is concerned. Uniforms might be given up and citizens' clothing used for all, except the prisoners. Over and above all this lawmaking and law-enforcing a superintendent or board of managers might still hold a restraining hand.

We have now come to the last system which we unhesitatingly advocate. It is the Republic method of dealing with boys and girls. This method is possible where boards of managers, superintendent and teachers are in sympathy with the system and willing to let their own hobbies take second place. Otherwise it would be a gigantic failure.

We would not advocate the change to this method all at once, but have it before us simply as the goal. When that is reached there will be a body of young people who have grown up as the system has advanced and with full citizenship in their possession they stand ready to do and to dare. This method is not visionary. It is the actual condition of affairs in the Junior Republic at Freeville to-day. The moral and civic conditions of life in that little community are equal, yes, superior to the best standards of the average community in the big republic.

I do not care how tough or incorrigible a boy may be, if placed therein his fellow citizens will regulate him. Of course he may run away, but they bring him back as often as they can, feeling certain that sooner or later the reform can be accomplished. Of course if he eludes us entirely, that is another matter.

Among the foremost citizens and ex-citizens of this little commonwealth—by foremost we mean usually those who have been in the Republic the longest time—I will show you as straightforward, high-minded, promising young people as you can find in any family circle in the country and I stand ready to prove this statement. In fact I think I can show you a larger percentage of the young citizens of that place preparing for college than are preparing from the average high schools in any city of our State.

Moreover, had these same young people remained under the conditions they were in before they came to the Republic, some of them, by the way, entered directly from reform institutions, I have no doubt in my mind but they would have been among the worst of the criminal classes.

The most powerful force that has brought these results to pass has been self-government in its true form, *the actual being and doing*.

CHAIRMAN HAMILTON: There is no one in the United States so competent to discuss the question of child labor as the secretary of the National Child Labor Committee, and I am very glad that Prof. Samuel McCune Lindsay will open the discussion on this paper.

PROF. LINDSAY: I wish I had the modesty of Mr. George, but I am going up on the platform because I think it is just as important for me to see you and be able to look into your faces as it is for you to see me.

I am reminded of a story that perhaps is not new to many of you. In a traveling circus, where among other things a trained and educated kangaroo was exhibited, the manager of the kangaroo had immediately in front of the tent, this sign: "Admission, ten cents; family tickets, fifteen cents." He was not doing a very profitable business that day, and late in the afternoon a man at the head of a line of twelve children of all sizes and ages appeared and asked for a family ticket. The circus man said, "Are

all these members of your family?" "Yes, they are all mine." "Well, I think it is about as important that my kangaroo sees your family as it is for your family to see my kangaroo. Here is your ticket."

We have had a very interesting exposition from Mr. Adams of some of the difficulties underlying the best existing child labor legislation in the United States. Before this audience, as he has told us, it is unnecessary to discuss the reasons for the provisions for the restriction of child labor, but it is always important, it seems to me, for us to remind ourselves of three things, namely: first, that child labor is unphilanthropic; second, that it is uneconomic, because it is using up in its immature condition a product that will be more valuable to the community in its maturity; and third, that it is undemocratic.

The whole tendency in every civilized community is toward the extension, as the scientist says, of the period of infancy, in extending the period of preparation for one's life work. We are incurring grave dangers if we permit the children of certain classes to violate this tendency and to be restricted more and more in the period of preparation for the work they have to do in the world. Therefore, I say, it is important that we do not forget that child labor is under all conditions unphilanthropic, uneconomic and undemocratic, and that the more we legislate to express this thought, the more advanced is the community in which we live.

The most interesting and practical direction that this discussion could take is to consider the methods of enforcing child labor legislation. It is to this difficult phase of our subject that Mr. Adams has very properly called attention and it is along that line that I wish to speak for the few minutes I now have.

I wish to call your attention to the benefit and importance of enlisting the child as one of the factors in the proper functioning, as Mr. Hamilton would call it, of the whole sphere of child labor legislation. We must arouse the ambitions of the child; we must prepare better facilities in the community to give to the child greater opportunities for development than can be found in any factory or workshop. We must improve our public school system; we must make it so well equipped and so attractive that the child will not want to go into business, into the manifold occu-

pations of life until he is able to go into them well equipped for the struggle. The evils of child labor are growing by reason of our great industrial development. The number of children employed is a great factor in our country at present. Twice as many boys and three times as many girls were employed in factories and workshops in 1900 than in 1880. The fact that the number is increasing so rapidly constitutes a very great evil. The greatest of all the evils connected with it, perhaps, is that the chance of checking this tendency in modern industries is slight. Increasing demands for child labor will be made and the labor required will become more intense, and therefore the evils of placing children at work under these industrial conditions will tend to become still greater than at present, unless we put on the brakes. We must make convincing appeals first of all to the children themselves, appeals so strong and so alluring that the children will not wish to go into gainful occupations, so called, before they realize the full demands that are going to be made upon them, until they are ready to take their places, in the very best possible way, in the ranks of our industrial workers.

The other factors to which Mr. Adams has already called attention are no less important. The interest and coöperation of employers must be aroused in the enforcement of child labor measures. There are in every industry some employers who are a little ahead of the average of their class, to whom appeal can be made. They can be aroused; they are in a position, perhaps, where they can afford to be generous, or they can be appealed to by the laws of justice, and if they can be aroused they can do more, perhaps, than any other factor in the community to secure a faithful enforcement of this legislation.

Then, of course, the parent is another important factor upon whom we can all exert some influence. The idea of paternal responsibility must be developed. We should emphasize the idea that it is a duty and a privilege to give to our children not only all we have had ourselves, but a little more, which is a good old American doctrine that has had much to do with the upbuilding of the Republic. This means that the parent desires to start the child in the world with better opportunities than he possessed. That idea must be insisted upon. Let us inspire by our teaching

greater parental responsibility in all classes, and especially in those classes that are not very well assimilated to American conditions and ideals, among the foreign element in our population. Where the idea of parental responsibility is most fully developed, it must be watched and guarded.

It seems to me there are other factors which Mr. Adams might have mentioned had there been time, which may be relied upon to coöperate in the enforcement of child labor legislation if they are informed of existing conditions and their interest aroused.

There is the teacher in the community, who can do a great deal toward impressing the ideals that will make child labor legislation effective. There is also the social worker, and perhaps that is the class more especially represented here this morning. The social worker sometimes unconsciously helps to encourage the violation of child labor laws. As has been said, the problem which confronts the social worker and the charitable worker leads him to think at times that the particular case with which he is dealing is an exceptional one, that the particular family that he is trying to assist might be helped along the line of least resistance. Perhaps there is in the family a child, a little under the age at which he should be allowed to go to work. The social worker realizes that he ought not to go to work, but to put him in the way of earning something for the family's support would be less difficult than to get adequate support for the family from outside sources and have the child go to school.

So to all these factors we must appeal; the highly educated and generous-minded employer; to the parents of the community, that they may attain a fuller and larger ideal of parental responsibility; to the child himself and the great community of children, to arouse in them an ambition for better preparation for life's tasks; to the teacher, the one who especially comes in contact with the child where those ideals can be implanted most thoroughly and most effectively, and lastly to the social worker, that he may not only refrain from doing anything, even for the sake of immediate advantage in what he may consider exceptional cases, to restrict the enforcement of this legislation, but that he may assist actively in its enforcement and extension. With all these factors working together with all this great army of persons

engaged as the volunteer factors and as the real executors of our child labor legislation, we can do much to make it effective. We can by the study of special needs of particular industries, extend the scope of child labor legislation until this blot upon our flag and upon our history will be entirely wiped out, until the United States, from one end to the other, shall take its stand among the countries most advanced in legislation for the restriction and the ultimate abolition of child labor.

CHAIRMAN HAMILTON: We are now ready to hear the discussion from the floor. The five-minute rule will be strictly enforced.

DR. BLAUSTEIN, of the Educational Alliance of New York: In the five minutes allowed me, I wish to make a few comments in regard to the two papers and also the discussion that followed them.

It was my pleasure a few years ago to spend several days at the Republic in Freeville, and I was very much impressed with the idea of how young people are taught the lessons of the dignity of labor, that there is nothing without labor, and that each is responsible to himself. But when one of the young friends whom I knew from the Republic came to the city and wanted me to give him employment he was greatly disappointed when I told him he should go out and see where he could find employment. He thought he could get employment for the mere asking of it. After a week's search he came back to me and said: "How is this, I have been looking for work and can not find any?" This shows the shortcoming of the experiment of the Republic. When the graduate of the Republic came to the hard realities he found there were no ideal conditions in life. The lesson, "nothing without labor," he found to be true, but he also learned that it was difficult to find labor.

Now, the idea that comes to me is, that while the young people are impressed with the lesson of responsibility, they find the actual conditions of real life, on leaving the Republic, quite different. It is a good idea that laws should be made by the young people, and enforced by them; but crime in society-at-large is due to certain conditions, and to weakness of the offender. Now, if a weak person shall come to live even under ideal conditions like those existing in the Republic, he will fall a victim. Of course,

the Republic is so new that we can not yet pass judgment as to what the final results will be. However, I wish to call to the attention of those interested in democracy among young people that the experiment of the Republic is not yet ideal.

Now a word about the child labor law. I wish to call the attention of the Conference to the fact that the labor law as it stands works a great hardship upon parents and children. The other day a boy who satisfied me personally that he was 14 years old applied to me for assistance in securing working papers. He happened to be Jewish and by questioning him concerning his confirmation in the synagogue I knew his age. He had a certificate from the principal of a school that he had attended school during the past year for 130 days. Owing to the neglect of the physician or the midwife 14 years ago there was no record of the birth of the boy, and as he could not establish the fact of his birth, he could not obtain working papers. The same thing happened to a child who was born abroad and could not produce a certificate of birth. The parents escaped from Russia and could not therefore produce a passport giving the age of the child. When the father was told that the child must be 16 years old before he could go to work without complying with the school regulations, he said to me: "If it is difficult for me to prove that the child is 14, how can I prove when the child will be 16?"

Something should be done to help this class of children for the present, at least, while we are experimenting with the enforcement of the law. Otherwise parents will be compelled to perjure themselves. I know it to be a fact that parents whose affidavit is not taken as to their child being 14, perjure themselves before a magistrate by giving the age of the child as 16.

MR. FREDERIC ALMY of Buffalo: I wish to say one word. Dr. Blaustein spoke about a boy from the George Junior Republic who went to New York and tried to find work, and couldn't find it, and he spoke of it as to some extent a reflection upon the principle of the Republic. Suppose the boy had been brought up in an institution where he never had to find any work, would he have been as able to go to New York and find work as if he had been brought up under the conditions existing in a self-governed community? Self-governed communities like the George Repub-

lic are not ideal, either there or in the world outside. The Republic tries as far as possible to make the lessons learned effective in the community outside, to see that the conditions outside shall be reproduced as nearly as can be.

I wish to say, too, that I don't like this way of discussing papers together, so that we are discussing first one and then the other, back and forth, and I hope the precedent will not be followed in the future. And it seems to me desirable that the speaker should take the platform so that he can be heard. Dr. Blaustein's second point I lost entirely because of his talking so low.

MR. C. C. CARSTENS, Assistant Secretary Charity Organization Society, New York City: Speaking to the sentiment of Professor Lindsay, that there is a great temptation on the part of the charitable worker to place the child at work rather than to furnish relief to the family, while I agree heartily with what Professor Lindsay says, there is a graver temptation in the fact we sometimes find that a child is at work, and in our efforts to help in the enforcement of the law we have the alternative presented to us of winking at the law, or forcing relief upon the family. In making a choice between these alternatives, charity workers and charitable societies differ very seriously, whether a widow who is endeavoring in every way possible to make a living for herself and her family, without any outside charitable assistance, shall be forced to accept relief from a charitable society with which she wants nothing to do, but which she may be compelled to accept in the enforcement of the law. I remember an instance of that sort, which has recently come under our attention. A little girl who will have to go to school, perhaps, two more years to comply with the requirements of the law, but who does not herself wish to go to school, who is stupid, and from the mother's point of view did not and will never get any benefit from school, has helped to add enough to the family budget so that the widow, with the aid of the children, can get along. If we enforce the law it is necessary to give that mother two dollars a week in order to make it possible for the child to go to school. There is a grave temptation to wink at a good law. For myself I feel that it is desirable that charitable societies shall try to establish relations with the mother and make it possible to have the law enforced,

but I fear there is a difference of opinion on this matter among charity workers and societies.

MR. MORNAY WILLIAMS, of New York City: I have been very greatly interested in the discussion, yet there is one matter that seems to me a little singular, and that is that except in the report presented by this committee, in the papers, and all the discussions, those who have taken part have contented themselves with dwelling on the question of childhood, which occupies, I believe, another session of this Conference. It seems to me a little strange, perhaps it is because I am one of those benighted institution men from Russia, of whom Mr. George spoke, but it does seem a little strange that we should devote so much time to the problems surrounding childhood; not that there is any doubt about the importance of starting a child right, not that there is any doubt of the fundamental principle that the child must be the father of the man, but it does seem to me strange that with the exception of some remarks made in the report, the question of the relations of adults to the social problems that are pressing here for solution should have taken so little hold apparently upon this audience. Can there be any doubt that the fact that there are so many neglected children, that there are so many children who grow up delinquents is due to the bad rooms in which they exist, bad from the sanitary standpoint, to the bad moral conditions, bad economic conditions, bad social conditions, for which grown men and women, both rich and poor are responsible. And if we are to do preventive social work, must we not, while not neglecting at all the work to be done for the child, think a little about the responsibility that we have for the lives of our fellows? Are there not larger problems than the problem of childhood? Is there not the problem of parents? Is there not the problem of lack of work in cities? Is there no problem as to the wrong use of riches? Is it not part of the duty of those who are gathered together here in conference to consider the relations of the large mass to the individual and to ask themselves seriously the question, am I, as an individual, doing my part to prevent the conditions which make possible those things?

MISS KATHARINE BEMENT DAVIS, Superintendent New York State Reformatory for Women, Bedford: I would like to ask

Mr. George what the experience has been in the practice of his institution as to women. Some of us are just as much interested in girls as in boys. I would like to know, for my own information, how this proposition succeeds when it is applied to girls?

MR. GEORGE: I think it applies quite as well to girls, in a way, as it does to boys. The only fault in this case is that ladies who are interested in woman suffrage and equal rights declare that in the Republic girls are much the same as they are in the big republic; they don't have any more rights in the Junior Republic than they do in the big republic; and for this reason that girls, of necessity, must be protected more than boys. The girls in the republic must be in the house in the evening at a certain hour. They can not be allowed to walk around the grounds; in other words, they are not allowed to have as much liberty to do wrong as the boys. Therefore, the Republic does not work quite as well for them. But we would have the same results, I am sure. I don't know, to be perfectly frank, but that we would have better results.

PROF. DRUM: I would say that girls have an equal chance with the boys in the school work.

MISS DAVIS: May I ask another question? How do they differ? Do they take the same interest as the boys in assuming responsibilities; that is, do they make it personal to themselves, or do they say, "When we go out in the world we will have nothing to do with making laws!" And, therefore, does the subject have less attraction for the girls than for the boys? We have found that they take much less interest in the question of self-government than the boys take. Of course, we have never carried a theory of self-government at the Reformatory. I have tried to interest the girls in this question, but I find they present the argument that they have nothing to do with the making or the enforcing of laws outside.

MR. HALL: I have been told that the best child labor laws in the United States are found on the statute books of Colorado, and I would like to ask Professor Lindsay if I have been misinformed. I have been stating that the best enforced school laws are in the State of Colorado.

PROF. LINDSAY: That is in a large measure correct. I can not say as to the enforcement, I can speak only from a partial knowledge of the enforcement. The enforcement of the laws varies according to the standard in different communities, of course.

MR. HALL: I believe you said that the best laws are in New York State?

PROF. LINDSAY: No, I said that some of the best recent legislation, to which Mr. Adams referred, was in New York.

MR. HALL: I understand you to say the best legislation for child labor was in this State.

PROF. LINDSAY: I would like to say that the standard law, to which a great deal of attention has been given by the National Consumers' League, is based very largely on the law of this State, combined with some of the features of the Massachusetts law. The Colorado law is a very good law, because it is combined very successfully with the Compulsory Education Law of that state. Every state should aim to combine compulsory education with restrictive legislation in the matter of child labor. That has been done very well in Colorado. There are now very good laws in Wisconsin, Illinois and New Jersey. The National Child Labor Committee has not yet indorsed or adopted any standard law, but this has been done by the National Consumers' League. They have embodied in their standard law, chiefly, the features of the New York law, with a few things taken from the Massachusetts law.

MR. HALL: May I ask, for general information, if the bill that was introduced into Congress last year, asking for a National Board for the Protection of Children, came from the State of Colorado law?

PROF. LINDSAY: I don't know. There is a very strong desire to have a Department of the National Government investigate the problem of child labor on a more extensive scale than is possible for any voluntary private organization, and a move was made last year to have a special bureau for this purpose established in the Department of Commerce and Labor. Nothing as yet has been done by the National Government other than the publication of a report made by the Department of Labor on the subject of child labor. I think it would be very desirable indeed

for the National Government to undertake an impartial investigation of the actual conditions of child labor. Of course, it would be very difficult to draft any National legislation that would be constitutional, and even if it were, it would probably be less effective than the present State legislation, because it would necessarily be lower than the high standard set by the most advanced State legislation and would tend to discourage the more advanced states in the maintenance of higher standards.

DR. MAX LANDSBERG, of Rochester: The two great advantages of the law in Colorado concerning children seem to me to be these, which might well be copied everywhere: The first is that the judge of a children's court has nothing else to do; he is not a police court judge, he is not a judge of any other kind. He attends only to children's cases. The second is that in a great many instances, wherever it appears that the father is to blame for the crime committed by the child, the father is held responsible to the people and he has to pay for the commitment of the crime, and crime by children has been wonderfully reduced since this method has been introduced and is rigidly enforced; and if I remember rightly, wherever the parents are able to do so, they are also compelled to pay for the maintenance in the few cases where children have had to be committed to institutions.

I would like to express my opinion on another point that comes up in the very interesting discussion of this paper. I have learned here that the law which prevents the employment of children under 10 years of age in the streets, refers only to the cities of New York and Buffalo. Now that is certainly an excellent law. I am only sorry that they prevent children only up to 10 years from being employed on the street. I think children ought not to be employed on the streets until they are 14 or 16 years old. There are no newspaper boys in France or in Germany. That trade is in the hands of grown-up people. There has been a great deal of sentiment connected with the trade of newspaper boys. Horace Greeley was a newspaper boy and also some other great men, and then they walked right up to the top of the ladder. It is my experience that it is the very worst trade in which a majority of the boys can be employed. Not only that they become accustomed to be on the streets instead of being at home outside of

their school and play hours, but they do not become trained to labor at regular employment. I have known a good many such boys and when they came to be 17 or 18 years old, they were entirely at a loss what to do. They had not learned anything, they could not do anything. Now I do not see any reason why the influence of this Conference should not be used in the first place to extend that law, which is now valid only in Buffalo and New York, over the whole State; and in the second place, if possible, to raise the age from 10 to 12 or 14 or 16.

DR. WILLIAM O. STILLMAN, of Albany: I have been very much interested in listening to the deliberations this morning concerning preventive work. I have been very much surprised that so little has been contributed except along the lines of Mr. George's work and school educational work and the enforcement of the Child Labor Laws. It seems to me that a proper stand ought to be taken in regard to these matters and that we ought to consider them from a proper standpoint.

Some one spoke of Mr. George's conception of a Junior Republic as being an ideal one, and while I agree with him that it can undoubtedly be called ideal so far as it goes, it does not go far enough. It is not sufficiently general in its application. I asked Mr. George this morning how many children he had and he said a hundred and fifty. I then asked him how many similar institutions there were and he said there were two other institutions, one between Baltimore and Washington and one in Pennsylvania. Possibly these may contain some three hundred children. The idea has been before the public for ten years, I presume. Three hundred children are being cared for on this plan, after all this lapse of time, and we have in the United States 80,000,000 people. It is beautiful in principle, but if it is practicable why should not more have been done with it in the course of ten years' development? Another feature in regard to it is as to its application to the criminal class of children, whether it is possible to apply it to reformatory work. I have some doubt in my own mind in regard to that, whether it is practicable to have criminal children govern themselves. I have some doubt as to what the result would be. The great question is whether it is

applicable on a large scale, whether it can do the work that needs to be done, and whether it deserves the importance of a great philanthropic and humanitarian work such as the enforcement of the Child Labor Law.

I ought to know a little something about laws relating to children as I have been for a dozen years at the head of a very active society in charge of anti-cruelty work, and have had over a thousand prosecutions in court during the present year. We must do something more than make it the duty of the police to enforce these laws. Unless there is something back of it, unless there is a public sentiment for the enforcement of the law, it will not be enforced. Do you think the statute referring to the prevention of cruelty to animals would be enforced if it was left the same way as the laws in regard to child labor? Something must be back of the labor laws. I don't think we can look to private organization to enforce them. It is the duty of the Department of Labor to enforce those laws. They would be very glad indeed to enforce the Child Labor Laws if they had the support and means to do it. I do not know any more practical way in which this body can show its sympathy than by assisting the Commissioner of Labor to have a large number of inspectors so that they can do the work, so that they can go through the State and see that those laws are enforced. It seems to me that the great function and duty of this gathering is to work heart and hand with those interested in such questions as these, and to take up matters that are practical and that can be made successful.

PROF. EDWIN L. EARP, of Syracuse: I think one of the speakers said that preventive work must be done by institutions, and I want to emphasize that. We find in American life the development of a spirit that tolerates, perhaps, to too great a degree; we see individual wrong-doing and we fail to correct it because we fear the displeasure of those who are doing wrong and we fear also the opinion of those who are looking on. Some months ago I was in New York on a Monday morning, just near the noon hour, and I saw a gentleman interested in public welfare, everybody would know him were I to mention his name, I saw him break up a game of craps, I think they call it, on a sidewalk on Twentieth street, between Broadway and Fifth avenue, New

York, in the sight of hundreds of people, and it took a great deal of nerve to do that. I am sure that a number of people who saw him do it sympathized with the boys rather than with the purpose that was in his heart to break up an evil. Now if he represents some institution for the prevention of such things, then he is protected by a large institution, or organization; and so, in all this work, the individual should be supported in his effort to do this preventive work by an institution, or the will of the State.

I suppose my time is nearly up. I wanted to speak a word with respect to the ideal democracy that has been put forth here to-day. I cannot agree exactly with the statement that we know only what we do. In fact, the proceedings of this Conference would be of no avail if that were true. We know that we may do. Now, the ideals of a republic are the ideas of liberty, equality and fraternity. In that there are two dangers, there are two things that ought to be understood. It does not mean that everybody is born equal. We sometimes say that everybody is born equal, but only in a limited sense. The ideas of liberty and fraternity and equality indicate that a certain class in the community have through the stages of development come to the idea, that it has grasped hold of these ideas and is reaching down to help others up to this standard. It is endeavoring to lift others up to this plane. The fundamental danger to any democracy or republic is when the masses grasp those ideas and, not understanding them, seek to use liberty to do wrong, use liberty as license, make equality an equality that would bring things down to a lower grade, that would limit the idea of a common fatherhood, the equivalent of that great idea on which religion is founded. We have liberty not to do wrong, but to do right. We have equality in the sense that we are equal before the law, an equality that is to be acquired through effort and merit and we have a fraternity that implies there must first be the idea of an All-Father, before we can really be brothers.

President Hebbard then took the chair and after making some announcements as to meetings of committees, the session was adjourned at 12.30 p. m.

THIRD SESSION.

Wednesday, November 16, 1904.

The third session of the Conference was called to order at 2.30 p. m. by Rev. Max Landsberg, D.D., Vice-President.

Vice-President Landsberg made several announcements as to registering of members, and meetings of committees, and then turned over the meeting to Hon. Julius M. Mayer, Chairman of the Committee on the Treatment of the Criminal, who presided during the discussion of that subject.

CHAIRMAN MAYER: My report, really, is not a report upon this subject. The committee, in so far as I have been able to call it together, has no particular suggestions to make, and I shall report for the committee which had to do with this general subject, appointed at the last Conference. On behalf of that committee I have the honor to submit the following report:

REPORT OF THE COMMITTEE ON TREATMENT OF THE CRIMINAL.

At the Conference held last year in Buffalo I read a paper calling attention to the fact that there was not proper or adequate provision for the reformatory treatment of male misdemeanants over 18 years of age. As a result of the discussion which followed there was appointed a committee, of which I was designated as the chairman. This committee had numerous meetings at the offices of the State Prison Aid Association in the City of New York.

It became apparent at once that it would be impracticable to commence by attempting to secure legislation comprehending a reformatory system throughout the State. We concluded that such a result could be obtained only after gradual application and growth. It seemed to us that the first important step should be to establish the principle under such auspices as would involve the least expenditure of money by the State or its several local communities. Section 698 of the Greater New York Charter had already provided that, "It shall be the duty of the Commissioner (of Correction) to cause all the criminals and misdemeanants under his charge to be classified, as far as practicable, so that youthful and less hardened offenders shall not be rend-

ered more depraved by the association with and evil example of older and more hardened offenders."

To that end the Charter had authorized the Commissioner to maintain schools and classes for instruction and training, and to set apart one or more of the penal institutions under his charge, to which might be transferred these younger and less hardened criminals.

Hon. Thomas W. Hynes, Commissioner of Correction during the administration of Mayor Low of the city of New York, had faithfully carried out these provisions of the Charter, and within the physical limitations in which the work was conducted he had made substantial progress. He suggested that the first step might well be to extend the work at Hart's Island, in the city of New York; for it was there that he had set apart buildings under his charge for the instruction of the less hardened and youthful offenders.

The suggestion of Mr. Hynes met with the approval of the committee and a bill was drafted along these lines with some additional ideas incorporated in it, to which I shall later refer.

I was authorized to attend to the introduction of the bill in question, and to that end consulted with Governor Odell in December, 1903. He was so favorably disposed towards the suggested legislation that in his annual message of 1904 he recommended legislation along these lines.

Subsequently, I requested the introduction of the bill in the Assembly by Hon. Josiah T. Newcomb, and in the Senate by Hon. Victor J. Dowling.

Mr. Newcomb gave the bill his close attention and succeeded in having it passed in the Assembly without difficulty.

The bill came up for final consideration during the closing days of the Senate and encountered a somewhat unusual and unexpected opposition from the sheriff of Queens county. His opposition was based on his claim that his fees for housing and feeding the prisoners in the Queens county jail would be reduced. While we regretted the necessity of yielding, yet we felt that passage of the bill was too important to hesitate upon a minor detail, and we ultimately agreed to the amendment of the bill

so that it will go into effect in Queens county on January 1, 1907, by which time the term of the sheriff will have expired.

During this critical period of the bill's history we had most earnest and substantial assistance from Hon. Nathaniel A. Elsberg, Senator from the Fifteenth District.

I take this opportunity of expressing our appreciation of the services rendered by Senator Elsberg, Assemblyman Newcomb and Senator Dowling.

Mayor McClellan, whose attitude had also been entirely friendly to the proposed legislation, approved the bill and it became law by the signature of Governor Odell. The measure as finally enacted is chapter 627 of the Laws of 1904, and is an amendment to section 698 of the Greater New York Charter.

Its essential features are as follows:

1. After January 1, 1905, the institution now at Hart's Island is to be known as "The New York City Reformatory of Misdemeanants."

2. Such other buildings and appurtenances may from time to time be built as may be authorized by the board of estimate and apportionment.

3. After January 1, 1905, any male between 16 and 30 years of age convicted in the City of New York of any charge, offense, misdemeanor or crime other than a felony may be committed to this reformatory in the discretion of the magistrate or court before whom or in which the conviction was had.

4. The term of imprisonment is not fixed but may be terminated by the board of parole, provided, however, that the imprisonment shall not exceed three years.

5. The board of parole is to consist of nine persons as follows: The commissioner of correction of the City of New York, a justice of the court of special sessions of the first division, and a justice of the court of special sessions of the second division, a city magistrate of the first division and a city magistrate of the second division, and four other persons appointed by the mayor. The justices respectively choose their own representative on this board. The term of the members of the board is one year.

6. The board of parole is authorized to parole and discharge any inmate of the institution and to make rules not inconsistent with

law, (1) prescribe the conditions under which the inmates may be discharged, paroled or conditionally released; and (2) regulate the retaking and reimprisonment of such inmates.

These rules contemplate a system of ascertaining the good demeanor and diligence in labor and study and results generally of the conduct of the inmates. Each inmate is to be informed as to his standing at least once a month, and is to have the right to see and converse with some member of the board of parole at stated periods. The board of parole is empowered to appoint, and at pleasure to remove, suitable persons in any part of the State who shall supervise paroled inmates.

We think one feature of the board of parole is new, namely, that the courts and magistrates committing the misdemeanants shall be represented on this board and thus have a substantial influence in determining as to the release or parole of prisoners.

We think that this will bring about a closer and more agreeable relation between the courts and the persons having the custody of the prisoners, a result mutually desirable, and in the end we hope this plan will prove of substantial value to the inmates and to the reformation desired to be attained.

The courts have selected the following representatives:

Hon. William E. Wyatt, Justice of the Court of Special Sessions, First Division;

Hon. Robert J. Wilkin, Justice of the Court of Special Sessions, Second Division;

Hon. John B. Mayo, City Magistrate, First Division;

City Magistrate, Second Division, not yet selected.

Mr. Lantry, the Commissioner of Correction, is a member *ex officio*, and Mayor McClellan has appointed as the remaining members, Messrs. John C. Heintz, Edmond J. Butler, Dominick Di Dareo, and Samuel B. Hamburger.

Messrs. Butler and Hamburger are well known in connection with philanthropic and charitable institutions and enterprises, and the other two gentlemen are well known citizens of New York City.

The board has not yet had a meeting but we understand it is to be called together shortly for organization.

I desire to express my personal thanks to the members of the committee, Messrs. Wood, Canfield, Barrows, Scanlan and Hynes, who devoted much time in perfecting the law referred to. On behalf of the committee I desire to express our special appreciation of the services rendered by Mr. Samuel J. Barrows, who spent much time at Albany during the progress of the bill. It is also a pleasure to be able to report that from the outset the justices of special sessions and city magistrates gave us their entire support, and that we were aided by the attendance at our committee meetings of several of the justices and magistrates.

On behalf of the committee I also tender our thanks to Mr. George McLaughlin, Secretary of the State Prison Commission, who at all times rendered valuable assistance.

In conclusion I may say that the committee is gratified to be able to report that the discussion and suggestions at the last Conference have resulted in actual legislation.

I might say something else that may be of interest to this Conference, though not perhaps within the duties of this occasion, that since the last conference it has been my very great privilege to be selected as the President of the Jewish Protectory and Aid Association, a society which under the terms of its charter is commissioned with the duty of seeing to children of that faith. Mr. Henry Solomon, whom you all know, has been selected as first vice-president; Mr. Mortimer Schiff as second vice-president and Mr. Hamburger as chairman of the executive committee. On the board are such men, who are well known in connection with philanthropic efforts, as Mr. Louis Marcelli, now of New York, but formerly of this city, and Mr. Nathan Bijur, whom we all know. We trust, by the time another Conference shall have met, the institution will be in actual operation to undertake the very important work which the situation in our greater city requires.

If there is no discussion upon this report, I will say one thing further, that owing to many duties, I am not at all responsible for this program. I wish I were because I think you will find it most excellent and I desire to express my personal appreciation to Mr. Heberd, because he was really chairman of this committee; I did very little of the work; he did it all.

I take pleasure in asking Father Thomas J. Mulvey of Brooklyn to read the first paper entitled, "Religious Influence in Prison Work."

RELIGIOUS INFLUENCE IN PRISON WORK.

To treat of this subject satisfactorily, one would have to know the history of men and women after leaving penal institutions, and whether that history, if favorable, were due in whole or in part to the influence of religion upon them while detained in prison. Of such knowledge I am not in possession, and what I have to say will therefore be more about the nature than the results of this influence.

Two views may be taken of religious influence, especially in penal institutions, namely, the spiritual and the philanthropic. The purely spiritual view would mean work done for the souls of men or women, work done to regenerate them in the sight of God, work done in the order of grace and solely for their conversion. The philanthropic view would embrace also work done for their material and temporal prosperity or betterment. It would mean the material assistance given them in prison itself, but especially the help given upon their discharge from it, and would consist largely in the hope held out to them of alms of money or clothes, or of employment to be furnished or procured for them. From what little experience I have had in prison work I do not think that this second view comes properly within the range of this discussion; for while it may be practised by people engaged in religious work in these institutions, and done for religion's sake, still I do not think its results should be credited altogether to religious influence. I have seen it tried and have been interested in its working out, and have not been impressed by its utility. I have seen it abused and have seen so-called religion professed or shammed merely to get the help thus offered under its name. It has, of course, its good side; for we must reach the soul through the body, and such help is undoubtedly calculated to gain the good will of those we wish to reach; but as a matter of fact it does not fill a very large place in our relations with and treatment of penal institutions.

It is with the purely spiritual, or the souls of men and women that the Catholic chaplain is concerned. He seeks to reach these

by religious exercises, by the exposition of religious truths and of moral precepts, and in such wise seeks to arouse the religious consciousness, the sense of duty to God and man, and the sense of wrong done to be repented of and amended. This is really the field of our religious work, and it is in it that we should look for results.

It may be well to say in just what this work consists and how we try to realize it. Of course the work is the reconciling of men with God. That is really the briefest and at the same time the fullest statement of it. If that is done, then all things else follow. For that purpose we have certain religious exercises. Every Sunday morning our people assist at the offering up of the sacrifice of the mass. This is a most sacred duty to a Catholic and one which he never neglects if at all practical, and misses only when prevented from attending by sickness or other equally grave reasons. It means much more for him than anything else, for here he has the continuation of the momentous sacrifice of the cross of Calvary. Now, that is the sentiment with which every Catholic assists at mass. He feels there is no more solemn rite anywhere else performed, and he feels that he is brought into intimate contact with the Divinity.

In connection with the mass, some part of the gospel is read and an appropriate instruction given on some truth of religion or on some moral obligation. Besides, it is the custom in most prisons that I know of, for the priest to give an instruction or a sermon on some week evening for the benefit of all who may wish to attend. The instructions seek to cover in due time the whole range of belief and practice. Individual instruction is given to those who need it.

There is one obligation especially incumbent on all Catholics which is most calculated to help them to a sorrow for the past and to a reformation of life for the time to come, and that is the individual confession of their sins to the priest. Now this is, perhaps, the strongest influence we bring to bear upon them, and to a discharge of this duty by them most of our efforts are directed; for if they accuse themselves of their sins, as they should, they bring to that accusation a sincere sorrow, together with as firm a resolution as they can make, not only not to be guilty of the like

offenses for the future, but also to avoid the occasions in which they committed them in the past.

You will understand, of course, why I am entering into details which might seem to be an exposition of some leading points of Catholic belief and practice. But since we are talking about religious influence in prison work, it is rather necessary to set these things forth that we may see what those religious influences may be.

Besides these exercises of Sunday mass, weekly instruction and the obligations of confession, we have a special religious exercise in some institutions at least once a year, generally around Easter time. This exercise we call a mission, or, as it might be called, a religious revival. This mission consists of three or four days of special preparation for the making of a good confession and the reception on the next day of Holy Communion. The exercises are sermons of a nature calculated to arouse the hearers to a sense of the malice of sin, its outrage against the Almighty, and its baneful effects on the individual soul. A great deal of fervor is brought to this work and it is especially well attended.

These are some of the influences brought to bear on the whole community, so to speak; but besides this, appeal is also made to individuals. In the first place, every one in such an institution knows he can speak with the priest when he chooses. The priest visits the prison purposely every Saturday afternoon to hear the confessions of those who wish to go to him, and also to afford an opportunity to any who wish to consult him on any other topic. This Saturday afternoon visit is perhaps unique, and so it may be more fully explained. As I said, it is for the purpose of hearing the confessions of the Catholic prisoners. In the Kings County Penitentiary, at least, the priest goes on successive Saturdays to the long term, to the short term prisoners, and to the women's prison. In the men's prison he goes into a cell, the penitents assemble in the corridor and go in to him one by one and make their confession. There you meet all manner and classes of men. They kneel down beside you and accuse themselves fully and sincerely and contritely of their offenses against God. There you meet crushed and broken reeds, torn hearts, victims of folly and dissipation; men who had ideals

and prospects in life and failed to live up to them, and others who never had anything but the surroundings of filth and squalor; some the victims of circumstance, and some the victims of injustice or ingratitude which drove them to despair; the weak and the strong, the erring and the foolish, all meet you there freely and frankly because they at least wish to do better. This is in my opinion the greatest and most potent influence brought to bear especially on this class of men. After the heart to heart talks which take place there men have stood up and gone out determined to lead better and purer and more honest lives, and as far as good resolutions can go, went out as good Christians and citizens as could be desired.

Besides these visits of the priest, there are visits made by sisters, women of religious communities, who seek out the Catholic one by one, talk to them, recall to them the lessons of their childhood, the influences of the church and of the home, give them good advice, ask them to practice their religion and instruct them in it when necessary. I need hardly say that their influence is considerable. They have brought many a poor fellow to a recognition of his condition and held out hope to him of what he might become if he would only try.

Catholic women of the world, too, have been organized into societies for the purpose of visiting the prisons and of doing what they may for the help of the prisoners. They constitute the choir which sings at the mass on Sunday and sometimes at other services when held during the week. They bring with them the influence of culture and respectability, and by their presence and appearance, if by nothing else, give the prisoners to see that comfort and refinement may be and usually are the rewards of honesty and industry. Our seminarians, too, that is, our young men who are studying to enter the priesthood, visit the prisons in Greater New York regularly and give instructions to the prisoners in catechism or religious doctrine.

Another sphere for religious influence is the prison hospital. It is when men are stricken by sickness or disease, and especially when they think or fear they stand at the gate of death, that they are open to religious influence in the sense in which I am considering it, namely, the good to be done for the soul. And so we

pay considerable attention to the sick and dying. They receive the consolations of religion and are prepared as far as possible to pass out of this life.

But religion is not made distasteful for the men and women in prison. They are not asked to look only on the severe and somber side of life, nor to believe that right living is incompatible with recreation and relaxation; and so under the auspices of the churches, both Catholic and Protestant, there are provided, in the Kings County Penitentiary, entertainments twice during the year; the Catholics having one on Washington's birthday, and the Protestants one on Thanksgiving Day. Charitable people in the theatrical world—and there are many such—offer their services on these occasions and furnish pleasant hours for them. This serves to humanize religion and to let these people see that it appeals to the whole man.

Now it may fairly be asked, what are the results on the prisoners of these influences brought to bear in the name of religion. As was said in the beginning, of the results it is hard to speak. Whether they are very lasting or not it is hard to say. It is certain that in many penal institutions the same persons come back time and time again, even those whom you thought were going to do better. At least this much may and does result from religion: it brings home to men and women a passing consciousness of moral deformity, which consciousness works to the surface now and again and, if it does nothing else, at least produces repentance and sorrow. And when we consider that the object of religion is the soul and its eternal salvation, this sorrow and repentance benefit them spiritually.

There is one class of prisoners which is often permanently benefited by religious influence, namely, first offenders, the men and women who are not habitual criminals. These usually respond to appeals and have their moral and religious sense easily aroused. But it is different with habitual offenders, especially with the victims of intemperance, vagrancy, and petty thieving. Such men and women are usually affected sensibly for the time of their imprisonment, but they return again and again for the same old reasons and show in this way that the results of the influence were not lasting.

Sometimes it is very disheartening, and yet that is to be expected. Even constant vigilance over some of these weak and enervated individuals would not succeed in keeping them from lapsing; but on the whole, religion is a power for good in prison work. It makes deep impression on the unfortunate, soothes them in time of anger and resentment against the world, buoys them up in moments of despair, encourages them to begin again in their efforts to overcome themselves, and usually sends them out with the desire at least to be better men and women.

CHAIRMAN MAYER: I will now call upon the Rev. Adolph Guttman, of Syracuse, to discuss the paper just read.

REV. ADOLPH GUTTMAN: The paper to which we have just listened has my utmost admiration. I admire its tone, its form, its earnestness, its urgent and eager desire to arrive at the truth. The subject under consideration is an important and a very interesting one, "Religious Influence in Prison Work." Two thoughts, two ideas, two institutions, at the first blush foreign to each other, are brought here in close contact, in most intimate relations with each other. Religion and prison, religion and State, religion and sociology, religion and practical prison work. That is a splendid union, that is an excellent alliance, just as it should be. It is true church and State are divorced in this our land, but the church only because there are so many; but religion and State must never become separated. There are many churches, but there is only one religion. I agree and believe with the speaker that religious services conducted by the chaplains of the various denominations exert a beneficent influence upon the inmates of our prisons, but I also believe that every agency that corrects and humanizes and lifts up the unfortunates and helps to raise the whole tone of life in prison, comes distinctly within the scope of religious influence in prison work. I hold that all work which is being done in prison and out of prison for the betterment and the reformation of our fallen brothers and sisters is distinctly and strictly religious, religious in the broadest and truest sense of the term. Why, ladies and gentlemen, I believe that this very Conference of Charities and Correction, that these very meetings we are holding here this week are not only of a charitable and humane character, but that they are intensely religious. Years

ago I heard Mr. Talmage say, "Wherever a kind word is spoken, wherever a friendly, generous, loving deed is performed, there the Shekinah dwells, there we stand upon holy ground." Religion is nothing, unless it is everything, unless it touches every human activity, unless it enters into all human experience, spiritual, moral, intellectual and physical. To be sure, we must make much of the purely spiritual services; we must make much of worship and prayer, of symbol and ceremony, of rite and hymn; but we must also make much of law and life; of virtue and purity, of kindness and sympathy, of conduct and character, of culture and manhood. Yes, we want beauty of holiness, but we also want beauty of life. You will remember the biblical story of the Shunammite mother and her dead child. The prophet's servant comes and puts the staff upon the dead child; but the child remains dead. Then the prophet Elisha comes, stretches himself upon the child, with his eyes upon his eyes, with his hands to his hands, with his mouth to his mouth, and, to the joy of its mother, the child is brought back to life. Now the lesson is obvious. It teaches us that faith without works is dead; that to the purely spiritual service there must be added the practical personal service. If we would reclaim our fallen brothers and sisters in our penal institutions; if we would awaken them again to life and light and duty, then we must come to them, as the prophet of old; we must come to them with warm, loving, sympathetic hearts; we must come into the closest contact with them, eye to eye, hand to hand, heart to heart; we must put the arm of brotherly love around them as the children of one Heavenly Father, and under such beneficent influences, old stains and old iniquities are wiped out, the soul is resuscitated, and hope is reborn, faith in God and in man is revived, character stimulated, aspirations quickened. And in the course of time, at least with many of them, we will be able to say to society in the words of the prophet, "Take thy child, thy child liveth." But the question is, is society willing to receive back her child? My answer is, I am sorry to say, no. There are societies, God be thanked, which give to discharged prisoners a helping hand, personal assistance, kindly advice; they give themselves, which is the best thing they can give. But they find it very difficult to secure employment for dis-

charged prisoners, for the revived children; for as soon as it is known that they are ex-convicts they are not wanted and so shunned by society, disappointed and discouraged, many of them drift back into a felon's cell. It is safe to say that two-thirds of those that go back to prison are those who have been driven back by the chilly, heartless reception they have met on the part of society. It is society, then, the mother, that destroys the good work of faithful chaplains and well-meaning prison officials, by refusing to receive her penitent child that is willing, at least often willing, to turn over a new leaf in the book of life.

Let me give you, ladies and gentlemen, but one instance of the many instances, illustrating this statement, that have come to my notice during the eighteen years I have been connected with prison work. A young man, having been discharged from prison, went to Brooklyn to answer an advertisement for work. He was asked by the employer, "Where have you worked before?" The young man, not wanting to start life anew with a lie—the result of religious influence in prison, for many a man has found the first experience of his religious conviction in prison—answered frankly: "I have just been discharged from prison, but I mean to lead a good life." The man became furious, and he said: "Do you think that I am a prison keeper? How dare you apply to an honest man?" Then turning to his clerk, he said: "Frank, see this ex-convict out of the office, and tell the rest of the applicants that no man who has come from behind prison bars need apply."

How heartless, how inhuman! Do you wonder that many drift back into prison after being received so coldly and so indifferently? Yes, religious influence is a most potent power for good in prison work. There is no doubt about it. We need it in our prisons, we need it to reform our prisoners, but we need it also without the prison, to reform society, until men and women shall know that we have duties to perform towards our brother men, until they shall learn that great lesson, "I am my brother's keeper!" not only within, but also without the prison.

But, ladies and gentlemen, it seems to me that this duty addresses itself especially to this Conference, to these good, noble-hearted men and women who have come here from all parts of this State to participate in these deliberations. Let us go out as

messengers of God Almighty bearing this noblest of gospels, preaching the true religion to love our brother man! Oh, may the time soon come when this coldness towards those erring children shall be transmuted into the warmth of kindness and compassion. Then, and not until then, friends, shall we be able to measure the real force, the real merit, of religious influence in prison work.

CHAIRMAN MAYER: This is the time for a general discussion of this paper; but if no one cares to discuss this subject farther, we will proceed with the next paper. We are privileged to hear from Dr. Charles F. Howard, President of the Board of Managers of the Elmira Reformatory, whose paper is entitled, "Present Methods and Work of the State Reformatory at Elmira."

PRESENT METHODS AND WORK OF THE STATE REFORMATORY AT ELMIRA.

When I was asked to write a short paper on the Present Methods and Work of the State Reformatory at Elmira, I accepted the honor quite reluctantly.

To speak of the present methods and to present them to you without arousing in the minds of some a lurking suspicion that I am placing the management of the institution of five years ago on the defensive, is a difficult matter.

I do not wish to detract in the least from the good work accomplished by Mr. Brockway during his twenty-three years of valuable service. The general plan for the reformation of the young men committed to our care is the result of that man's genius. We have not changed the principles as laid down by him, but we have changed the methods of applying them.

DISCIPLINE.

A writer once said and very truly, "'Tis better to keep children to their duty by a sense of honor and by kindness than by fear of punishment." "The big stick" which we are hearing so much about nowadays may make nations stand in awe and fear of us, but it has never reformed a criminal.

Corporal punishment at the Reformatory was discontinued voluntarily by Mr. Brockway in 1899, more in deference to the

wishes of the managers than from a conviction on his part that as a disciplinary measure it had been a failure. After its abolishment inmates who violated the rules of the institution were punished by a reduction from a higher to a lower grade, which meant to them several months longer service, or, if in the lowest grade, they were deprived of their meals or fed on bread and water for a certain period, and separated from the general population by being confined in their cells. On account of the large number of this class, frequent transfers were made to the State prisons.

In 1900 the board of managers after a careful investigation into the physical condition of those confined for a long time in the lowest grade, decided that deprivation of meals and the bread and water menu should be discontinued, and the result arising from this change, I assure you, was most satisfactory. It is an old saying that you can always reach a man through his stomach, and a well-fed and well-nourished person must necessarily be in a more normal mental condition and therefore more easily susceptible to moral treatment than one whose brain is crying out for the life-giving elements which are absent from his blood through lack of nutrition.

We now have no physical punishment for infractions of the rules of the institution. A reduction to and the isolation of the lowest grade from the general population is the penalty for continued disregard of the requirements demanded. Those in that grade are required to do such light work as mending socks and clothing. If disobedient while there, they are compelled to do the work in their cells. A month's perfect record releases them, and they are restored to their place in the general routine. Few if any stay there longer than a month. The average number in that grade is thirty-five out of a population of twelve hundred and seventy-five. This, you must admit, is a very small percentage when you consider that these young men are felons, many steeped in vice and crime, and at that age when restraint is most irksome.

In 1900, one hundred and thirty men were locked in cells for various offenses; at the present time not one is in solitary confinement. This improvement, in my opinion, has been brought about by carefully selecting the minor officers; by the action of

the board of managers directing that any official who strikes an inmate, except in self-defense or to quell a mutiny, shall be dismissed; by taking away the authority an inmate monitor once had to issue reports against other inmates and lastly by impressing it upon each and every prisoner that he would have an equal chance with every other one to progress and gain his liberty; and giving him the privilege to seek an interview with the superintendent or a manager at any time to rectify any fancied or real wrong which he might think he had suffered at the hands of an officer or inmate. I feel that when an inmate has something on his mind which he desires to tell those in authority, even though it is imaginary or trivial in character, it is better to give him an audience than to refuse and leave him to brood over it in his cell which will certainly magnify its importance in his estimation, and keep him in an unsettled mental state, or more likely ultimately be the means of his complete discouragement and downfall.

HEALTH.

Previous to 1900 the Reformatory had but one resident physician and he was an assistant to a visiting physician from the city of Elmira. In that year the board of managers succeeded in creating the position of senior physician, and he was compelled to reside in the institution. Dr. Frank W. Robertson of Bellevue Hospital, New York City, was appointed. Shortly after Dr. Robertson assumed the duties of the office, he made a thorough examination of the whole population and found no less than seventy-eight inmates whose mental condition was such that they were totally irresponsible for their acts, and they were subsequently transferred to the Matteawan State Hospital. Our board received some severe criticism from persons wholly unacquainted with the conditions of affairs on account of this large number of insane, but we simply did at one time what should have been done during the several preceding years.

Previous to the appointment of Dr. Robertson, Mr. Brockway was the sole judge of an inmate's mental responsibility on his arrival at the Reformatory. After my appointment as manager in the spring of 1900 and at the first meeting I attended, I offered a resolution requiring a careful mental and physical examination

of every person committed to us, and I would say that since that time we have found several prisoners insane on arrival from the courts throughout the State.

By this examination we have also been able to detect those afflicted with tuberculosis and consequently their immediate isolation has materially reduced the number of cases of that disease. In 1900, one hundred and three were released on invalid parole; in 1903 there were three. The tubercular inmates occupy cells designated by the letter "T" over the door. They are not changed about with their various changes in grade. The blankets used by these inmates are of a different color from those used by the healthy inmates, and these blankets are washed separately and at more frequent intervals. The tubercular patients who are considered to be in the infectious stage of the disease have their own invalids' yard for taking daily exercise. During the past year we have transferred with the consent of the Superintendent of Prisons many of these cases to Clinton Prison which is located in a climate especially beneficial and often curative of this most prevalent and dangerous disease. The cells of the whole population are sterilized every month with a charcoal furnace producing a temperature of seven hundred degrees.

ASSIGNMENT ON ARRIVAL.

On arrival at the Reformatory all persons are assigned to the gymnasium for one hour each day to be drilled in freehand movements and calisthenics. This continues for two months. Those who are physically unable to take up the duties in the general routine are kept in this class for longer periods, until by measurements of their chest and lung expansion and a decided improvement in their general health they are considered to be in condition to perform the work in trade and school.

MILITARY.

Each inmate, unless excused for some special reason, is compelled to take part in the military. He is on admission placed in the awkward squad with his wooden gun, and one would be astonished at the quickness with which even a defective learns to be a soldier. Dress parade of the regiment takes place every day

and the hour spent in this exercise of marching and going through the manual of arms in the open air assists materially in maintaining the high standard of health which it has been our good fortune to have for the past four years. We take great pride in the efficiency of this department. General Miles once said that there were three organizations in this country that knew how to drill—the Regular Army, West Point Cadets and the inmates of the Elmira Reformatory.

TRADE SCHOOLS.

Our trade schools are under the care of an able director. He prepares the outlines to be followed by the inmate as he passes through the different stages of his trade. Under this director we have an instructor in each branch taught. Our curriculum covers thirty-one different trades, and although the time of apprenticeship is necessarily too short in many cases, yet the work we have accomplished in building the residences of the assistant superintendent and senior physician, the large power-house, a chimney 125 feet high and the trade school building (now under construction), illustrates the excellence and thoroughness of the training in this department. Over 60 per cent. of those paroled last year went out to work at the trade learned in the Reformatory.

SCHOOL OF LETTERS.

It is difficult to conceive of the ignorance of many of those sent to us. One would scarcely believe that there is in existence a normal young man, 18 years of age, born and reared in this country who can not read or write, yet we have many such cases, and as proof that it is not the fault of the individual you should see the eagerness and earnestness displayed by such to obtain at least the rudiments of an education. To be able to read the literature furnished him from the institution library and to write a letter to his parents is the first goal aimed at. Many times I have been requested by one of these to be placed in a cell with another who is somewhat advanced, so that the knowledge of that one can be taken advantage of to assist the one deficient. True, we have many of fair education, and some college graduates; such are used as teachers in the schools under the supervision of the school

director. Our schools were formerly held in the evening, but during the past two years we have gradually arranged to have them in session during the day, believing that the constant strain in the general routine from early morn until bedtime had much to do with causing the mental diseases so prevalent a few years ago. Now there are two hours almost every evening to read books from our library, the institution paper, or to study. Frequent entertainment and lectures are given in the auditorium, the lectures by prominent men, and the entertainments composed partially of local talent selected from the inmate population.

PAROLES.

During the past year over six hundred paroled men have gone out, the largest number in the history of the institution. Each one earned his parole by good behavior and by successfully passing his examination, both in trade and school. Eighty-six per cent. of those paroled in 1903 made their reports for six months or more, behaved themselves and obtained their absolute release. This ought to be convincing that the training given these young men makes them better, and fits them for a career of usefulness. It proves, in my opinion, that the institution is fulfilling in the highest sense the purpose for which it was founded.

I wish that more of those who are contributing through taxation to maintain the Reformatory would take the time to visit it and see the work it is doing for the poor unfortunates confined there and then a deeper interest would surely be taken in their future welfare and success.

I believe that there is some good in every one no matter how depraved, and if it can be reached and nurtured it will soon grow and eventually predominate over the evil in him. In my experience at Elmira I have failed but once to lift up those in whom I have taken a personal interest. Many do not need assistance; they at once drop into the regular routine and rise through their own exertions, while others either lacking in self-control or requiring just a little encouragement to keep them in the right path, enlist the sympathy of the members of the board and are watched carefully until safely on the road to a parole.

The gratitude of the inmate himself or of his heart-broken mother is sufficient recompense for any assistance I may render him. A mother never deserts her wayward son; she may have a dozen children all doing right and the unlucky thirteenth going to the dogs as fast as he can. She pays little attention to the twelve, except to quarrel with them because they do not feel as she does towards number thirteen. He commits a crime and is sent to us; she comes to see me every month and begs that Johnny may soon come home, because she needs his help so much, and yet when Johnny was at home he was continually in trouble and worrying the life out of her. But—

"A mother's love
If there be one thing pure
Where all beside is sullied,
That can endure
When all else passes away;
If there be aught
Surpassing human deed or
word or thought,
It is a mother's love."

CHAIRMAN MAYER: The discussion will be opened by Hon. George McLaughlin, Secretary of the State Commission of Prisons, Albany.

MR. McLAUGHLIN: We have all listened with interest and with instruction to a clear presentation of the present methods and work in that great institution, the Elmira Reformatory, that institution that may properly be called one of the greatest, if not the greatest, prison in the world, great in its inception, in its growth, and in its work—the mother of modern reformatory institutions, for which we are largely indebted to its illustrious founder, as has been so well mentioned by Dr. Howard.

We are glad to know the present management of this institution is continuing the essential features of this great prison and are able even to improve upon them and go on bettering conditions so as to reach even a higher plane and greater perfection. This paper of Dr. Howard opens up a large field for discussion that I shall not enter upon with any fullness.

We hear a good deal lately about something being irrevocably settled, the gold standard for instance; but the question of the punishments that are permissible and the punishments that are wise in maintaining discipline in a prison are not entirely settled, and if the present managers of this institution are able to settle this question they will have accomplished a great work. From the tone of this paper they seem to be progressing in this direction. I recollect attending a National Prison Conference at Cleveland two years ago and Mr. Gilmore, one of the prominent penologists of Canada, and one of the most successful prison superintendents of that commonwealth, advocated the wise and judicious use of corporal punishment in the management of prisons. It is a matter of known history that the State of Delaware has continuously adhered to the practice of using the whipping-post for a certain class of criminals. It is also true that in many of the eastern states, those states most fully abreast of any civilization in the world, we often find judges expressing a keen regret, when some brutal husband is brought before them and convicted of most feloniously assaulting the woman whom he has sworn to defend and cherish, that they can not sentence that brute to the whipping-post, and so I say that there are some features about this question of corporal punishment in our prisons, and in treating our criminals, that perhaps are not yet irrevocably settled. I throw out this suggestion for no purpose except to draw from you some expression on this subject. As I say, we are all glad, shall be very glad, if the present management of this institution with its distinguished superintendent, is able to solve this question to the satisfaction of penologists throughout the entire land, and if that solving be in the interests of humanity, in the interests of kindness, in the interests of kindly treatment that shall elevate the inmates of these institutions. You can readily realize that it is a serious problem. I recollect one time in court on a trial that was pending it was necessary to call a witness who was in jail. He was put upon the witness stand and counsel questioned him. He answered for a time and then refused to answer, and the judge told him he must answer. Still he refused and the judge said, "If you don't answer, I will commit you to jail." He replied, "Your honor, I am already in jail." Now, the inmates of these institutions are

already in prison. If you commit an offense or I commit an offense, a policeman will arrest us and the court or judge will send us to jail. We don't wish this treatment and we refrain for this and other reasons. This threat, this possibility, does not confront the man who is already in prison and discipline must be maintained, and prison officials have to devise some method to maintain discipline. If it can be done successfully by kindness and moral suasion, by all those appliances that elevate and teach men self-respect, that inspire them and induce them to make an effort for their own salvation and redemption and advancement, why truly the world is progressing. But these men who are sent to the Elmira Reformatory, very many of them, have already been in jail, they have been in juvenile reformatories and in penitentiaries until finally, by having committed some serious offense, they have graduated into the class known as felons, and have been sent to the Elmira Reformatory. Many of them come from the lowest strata of the city of New York, boys that have grown up on the street, steeped in wickedness and evil inclinations, and if our friends at this institution are now able to control these people with kindness, it seems to me that we have solved this problem.

There is one thought that occurred to me. I don't know to what extent this fact has a bearing upon this question. We know, at least I know and Dr. Howard knows, that since 1900 the management of the Elmira Reformatory has been able to transfer to the State Prisons and Napanoch from the Reformatory some two or three hundred prisoners a year, I think, and the number of inmates of that institution has been so much smaller since the doors of the State prison and this institution at Napanoch have been opened to receive its surplus population. Now, whether that has helped them out in the cure of their incorrigibles, I don't know. Perhaps it may have and perhaps it has nothing to do with it. What I wanted to say this afternoon other than what I have said—(these few remarks that I have made before I begin as the Irishman said), is to call your attention briefly to a couple of unique features in this institution.

First. The employment of the inmates. Under the system of prison labor established in this State by the adoption of the new

constitution, the managers of the Elmira Reformatory requested that no productive industries be assigned to that institution, and that its inmates should not be required to engage in the manufacture of products to be sold even within the limitations of the prison law; but that this institution should be made into a school for the industrial training of the young men committed to it. In this respect Elmira differs from the State prisons and penitentiaries. If the inmates of this institution were employed in productive industries, as in the State prisons, there would be from twelve to fifteen hundred more prisoners engaged in the manufacture of products, which, although consumed by State and local institutions, nevertheless displace to that amount the products of free labor. We all know that the suggestion of compelling free labor to compete with prison labor is odious to the great mass of the laboring people of the State; and as these people constitute a large percentage of our population, and participate equally in the government of the State, their views must be regarded. Hence, if without engaging in the manufacture of products in competition with free labor, the time of these young men sent to this institution can be profitably occupied in school work and in industrial education, so that they shall be better fitted to become honest and industrious citizens during the remainder of their lives, it is an end to be desired. While these men are not contributing anything toward their maintenance during their imprisonment, yet if they are redeemed from the error of their ways and given an elementary education and such an industrial training as will prepare them for self-support after their release, the money so expended in their behalf is a wise economy for the taxpayers of the State. This will further appear when we recall that while the three thousand inmates of our State prisons are employed at productive industries, and manufacture about six hundred thousand dollars worth of supplies for State and local institutions annually, yet they are able to earn only about fifteen per cent. of the cost of their maintenance. While it is true that a man working in a shop will doubtless learn to do some things more perfectly than in a trade school, it is equally true that a young man who has received a thorough trade school instruction will have a more general knowledge of the trade in

all its branches than he would be likely to receive from the same time spent in a shop. The fact stated in Dr. Howard's paper that 60 per cent. of the men paroled from this institution were able to go to work at the trade learned in the Reformatory, demonstrates that they do receive thorough and practical training.

The other feature of the management of this institution which I desire to commend, and to which I desire to call your attention, is this: Owing to the former resignation of the distinguished founder, and the subsequent resignation of his successor, Dr. Robertson, it became necessary for the board of managers to choose a new executive head. In making such selection a new and commendable departure from the ordinary practice was made. The same plan was adopted as exists in selecting the presidents of the great colleges in this country. The management did not inquire what distinguished politician of the State was entitled to be taken care of, nor even which of the men living and voting in the State of New York was best fitted to carry forward the work of this great Reformatory. Fortunately they were not compelled to ask even the Civil Service Commission to certify to them three names from which to make the selection. They took a wider and broader view, and inquired what man is there in these States of America best fitted by experience, and who has best demonstrated his fitness by success in similar work? and so they were enabled to select from the whole United States the present distinguished superintendent, who, I doubt not, will be able to carry forward the great work of this institution to even greater perfection.

CHAIRMAN MAYER: Is there any general discussion upon Dr. Howard's paper?

DR. HOWARD: I would like to say just a few words in reply to some questions raised by Mr. McLaughlin in regard to corporal punishment. I would say that that question is positively settled, so far as the Elmira Reformatory is concerned. Mr. Scott, the present superintendent, who was for many years the superintendent of the Concord Reformatory at Concord, Mass., told me five years ago that he used corporal punishment for ten years, but he added that he had not for ten years previous, and that

he never would resort to it again. He is the present head of our institution.

Speaking of industries, we have only one, bookbinding, that brings us any returns, but our per capita tax last year in Elmira Reformatory, I am glad to say, was less than in the other State prisons, though we had to destroy everything we did except the bookbinding. As to civil service, I will say that at the time of the appointment of Dr. Robertson a few years ago, the State Civil Service Commission said, as to the appointment of a superintendent, that if we didn't take one offered by them, they would hold an examination and insist on our selecting one from the eligible list. We carried it along for a time and finally I called with Mr. Sturgis on the Governor and we told him the State Civil Service Commission insisted upon our selecting a man they might mention or name to us, and the Governor informed us the State Civil Service Commission should not dictate to us as to who should be superintendent of the institution, and he immediately notified that commission to take the superintendent of the Elmira Reformatory off the competitive list, and we appointed Dr. Robertson. Otherwise we would have been obliged to appoint some man of their selection. We are now trying to establish some industries in the institution that will bring some return for the money expended. We have now only bookbinding; but notwithstanding, as I say, our per capita tax was only thirty-seven and a fraction last year.

DR. FRANKEL: May I ask Dr. Howard a question and, if he will permit, offer a suggestion, though it may seem like impertinence on my part? A phase of the work of the Elmira Reformatory has recently come to my notice, which I believe is a defect but such a slight one that it can readily be remedied, and one which I am sure the directors will be only too willing to remedy if they are shown that it is well founded.

As I understand the situation, no paroled prisoners are discharged unless work has previously been found for them. For this reason, it is common for such prisoners to write to their friends and acquaintances throughout the State asking them to secure employment so that their discharge may be effected when the parole becomes operative. It is very difficult for employment

agencies and charitable societies to find work for men so long as they are in prison, whereas it is a much simpler matter to secure a position for a prisoner after he is once out of the Elmira Reformatory.

In view of the splendid work that the institution is doing, I would suggest that where there is a likelihood of an inmate securing work after his discharge, he be granted his parole.

DR. HOWARD: I think we certainly should not parole a man and allow him to go out without any employment. There are a great many inmates of the Elmira Reformatory without any home; they have no parents, especially those from New York, or they have parents who don't care anything about them. A great many don't care to go back to New York. We must find employment for these men before they go out. Otherwise we shall be doing them an injustice. Out of over two hundred paroled in July we had left in the institution in October only about eighteen who had not secured employment. We have generally ten or fifteen left from one parole board to another, and they are paroled again by the next board. Sometimes where a man has been held over perhaps three months, we let him out on limits of ten days, that is to say he will say to us, "If I can go home, I can probably secure employment," and then we let that man out for ten days, and very frequently he secures employment. Of course, the labor unions of this State stand in the way of the men receiving employment, especially in the trades, because they are accepted only as apprentices, and they are not accepted then unless they belong to the union and so in many instances they can not get work. As I say out of the two hundred paroled in July there were only about eighteen who didn't have work when the October board met. You know there is a great deal of danger in giving liberty to such a man if he is not employed. If he has work he is more certain to keep out of mischief. It would not be a wise policy to turn these men out unless they had parents to care for them, and a great many of them in our institution do not have parents to care for them.

REV. MR. GUTTMAN: May I ask a question? Don't you think many more would be paroled if employment could be secured for them?

DR. HOWARD: Well, I won't say that; we don't parole them until they earn a parole. We could not parole a man after he had been in the institution two or three months because somebody procured work for him. He is sent to us for committing a crime and we are supposed to keep him until he is not dangerous to society, when he is released. Our minimum time is one year, about thirteen months; no matter what the crime, no matter what the maximum sentence he can be released from the Elmira Reformatory in about a year. We require him to have six perfect months in the second grade before promotion to the first, and six months in the first before he is eligible for parole. We do not find great difficulty in securing these men work. If they don't get it at a trade they have partially learned in the institution, they get it at something else. I object to holding them there because they are not finished in a trade. I tell them, "You get employment, that is what you want, get employment at anything."

CHAIRMAN MAYER: Is there any further discussion?

DR. STILLMAN, of Albany: I enjoyed very much indeed the two extremely able and valuable papers which we have just heard. It seems to me that everything contained in them is admirable in every respect except for just one criticism. Now, Mr. Chairman, I am not very much of a penologist, but I was very sorry indeed to hear such a representative man as Mr. McLaughlin holding the question up to doubt as to whether physical punishment is good policy in the treatment of criminals. It seems to me it is wrong to let this occasion pass without a protest from some who are outside, who are not professional penologists. I believe that punishment degrades; I believe also that degradation never reforms. It seems to me that you must do something more than whip a man or punish him to put conviction into his mind. For years and years good people and good causes were persecuted. Did you ever know an instance in which they changed their belief because of that prosecution or persecution? Physical cruelty never succeeded in crushing any cause. It has never convinced a man. It has never changed his mind. If you take the history of penal management you have to go back only one hundred years in England to find over one hundred offenses that were punishable by death. You don't have to go very far back

to find two hundred offenses punishable by death. The executioner was the busiest man in the community and the gallows tree bore fruit all the year. That punishment did not diminish the number of criminals. You can see how rapidly that has gone down, how few offenses are now punishable by death. The number of offenses has been diminished enormously down to the present time. We find an instance of this trend in the Elmira Reformatory in the abolition of the objectionable features of cruelty. In its place they present to the men in prison the advantages of a technical education that will fit the man to care for himself; they implant a feeling of kindness in his heart; he realizes they are interested in him, that they are going to help him to an education, something that broadens his abilities and extends his mind so that he can grasp the problems of life. I wish that every superintendent would feel the same as Superintendent Scott and that the word could go forth that in this State we are forever done with corporal punishment in our prisons.

MR. ALEXANDER C. PROUDFIT, of New York: A question has been raised as to the continued use of the whipping-post, but I do not believe it has achieved its purpose. I have lived near enough to a whipping-post to throw stones at it, and I would like to do it oftener. I do not believe the judges who have in their righteous indignation wished to send men to the whipping-post are numerous, and I think that desire disappeared as soon as they left the bench. I do not think that corporal punishment has placed Delaware so far ahead of the other states of the Union as to make us want to have the bulk of our prisoners reformed according to the Delaware methods.

CHAIRMAN MAYER: Are there any others who desire to discuss the questions that have been presented? Before closing the discussion I want to say just this. If there have been judges who have declared in favor of the Delaware method, they changed their mind from one second to a minute and a half after they said it. As a matter of fact I do not think there is any judge who says that sort of thing except in momentary excitement, when he feels that he must say something to express his indignation. Judges being human do say things like other people. Dr. Stillman thought we ought to express ourselves, and as I am the presiding officer at this meeting I feel it my duty to say that

I am bitterly opposed to corporal punishment, either in penal institutions or in schools. In the city where I live we have had a good deal of agitation by school teachers who have not the moral force necessary for controlling the students. I had the pleasure of stating last winter that I was absolutely opposed to corporal punishment in schools. I hope we are all opposed not only to corporal punishment in prisons, but in our schools; that our whole moral force will be in the direction indicated by Dr. Howard in his remarks. Our efforts must be forward in that direction, never backward.

President Heberd then took the chair and announced the meeting of the Committee on Time and Place. He also requested those having railroad certificates to leave them with the secretary, and announced that on the following day the Rapid Transit Company would have the parlor car Syracuse start from the Yates at 12:45 and run until 2:15 p. m. to show delegates and visiting friends the city, and that transportation would be free to those wearing a badge, which could be procured from the secretary. He also read a letter from the secretary of the Syracuse Hospital for Crippled Children, extending a cordial invitation to the officers and delegates of the Conference to lunch.

The Conference then adjourned at 4:40 p. m.

FOURTH SESSION.

Wednesday, November 16, 1904.

The Conference was called to order at 8 p. m. by Vice-President Rev. Dennis J. McMahon, D. D.

It seems to me it is fitting we should congratulate the Conference of Charities for its selection of this city of Syracuse, a city that is known throughout this State of New York as the place where every year the learned schoolmasters meet, those who are looking for the development of mind culture and for the advancement of education, not only in this State, but who are spreading their influence through the whole United States. Consequently, it seems a fitting place that we, who are interested not so much, perhaps, in the mind culture as in the heart culture, should come to the same focus, to the same hearth, and try to learn something from the surroundings, from the walls, from the environments of this city, which is so impregnated with ideas

of the higher development of our fellow-beings. For this I think our gratitude is due to the committee. May we not say the citizens of Syracuse have given us a warm and fitting welcome? Therefore, I believe, we owe a debt of gratitude for all that they have done, but worthy expression will be given later by our Committee on Resolutions.

It is now my pleasure to present the President of the Conference, who has a few remarks to make.

President Hebbard, after announcing to the delegates that they had been invited to tea at The Craftsman, corner of South State and Genesee streets, Thursday afternoon from four to six, the tea to be given by Mrs. Augustus Falker, Mrs. D. McCarthy, Mrs. Charles E. Crouse, Mrs. J. M. Belden and Mrs. Edward Joy, and also again stating the details of the excursion to the George Junior Republic at Freeville, said:

I have received from Dr. Letchworth, the first President of the Conference, a letter, which I will read. It is under date of November 14 and addressed to the President of this Conference. Dr. Letchworth writes:

"It is with extreme regret I find that in consequence of ill-health I shall be unable to attend the Fifth New York State Conference of Charities and Correction, over which you have the honor to preside. The program for the reunion is one of unusual interest, and it would afford me great satisfaction to listen to the papers that will be read and the discussions that will follow. The personnel of the Conference is one that promises a highly successful meeting, and, aside from the benefits I should otherwise derive from attending the Conference, I should experience great pleasure in meeting old friends and coworkers in the bright field of charity and reform.

"I beg you will assure the members of the Conference of my abiding interest in their beneficent work, and my heartfelt wishes for its continued advancement. God speed the right. I am yours, with great respect,

"WILLIAM PRYOR LETCHWORTH."

I have also a letter from Rev. Samuel G. Smith, President of the National Conference of Charities and Correction, as follows:

"I regret very much that I cannot accept your cordial invitation to be present at the annual State Conference. You have a strong program, and I have no doubt it will be a fine meeting.

Will you kindly present my greetings to the Conference and urge their attendance at Portland, Oregon, in July? We expect to have a special train from Chicago to Portland, returning by any route, and only fifty dollars for the round trip."

CHAIRMAN McMAHON: Is the chairman of the Committee on Time and Place in the hall? If so, we would like to hear from that committee and will ask the chairman to come on the platform.

MR. R. R. REEDER: The report is very brief and it is hardly necessary to take the platform. Your committee reports as follows: That the time for the Conference for 1905 shall be the week and month corresponding with the present meeting, and that the place shall be New York City.

On motion, the report was adopted.

CHAIRMAN McMAHON: The motion has been carried, and when we adjourn it will be to meet in New York City, where we New Yorkers will try to give you as warm a welcome as the city of Syracuse has. It gives me great pleasure, now, to turn the meeting over to Mr. Mornay Williams, Chairman of the Committee on Dependent, Neglected, Delinquent and Defective Children.

CHAIRMAN WILLIAMS: Mr. President, Ladies and Gentlemen. I shall have the honor to present first the report of your Committee on Dependent, Neglected, Delinquent and Defective Children.

REPORT OF THE COMMITTEE ON DEPENDENT, NEGLECTED, DELINQUENT AND DEFECTIVE CHILDREN.

The name of this committee is in itself an attestation of the fact that society as a whole has come to recognize, in no small degree, its responsibility for the welfare of children. The very categories under which the children are grouped are sufficient to show that, in the minds of men and women who are interested in the welfare of the race, parenthood is not a sufficient guarantee of proper nurture and proper restraint for all the children in the community. Each one of the terms, "dependent," "neglected," "delinquent" and "defective," implies, in a greater or less degree, not only that the children to whom the term is applied are unfit, but that the parents are, according to circumstances, either unable or unwilling to give to the unfit child that care to which it is entitled. Of course the conception that

society as a whole is responsible for the care of childhood, is not a *new* conception; it is not even, necessarily, a Christian conception. Long before the Christian era the Spartan lawgiver had recognized that the State must concern itself with the upbringing of youthful citizens. But that is a late conception, and may perhaps be truthfully said to be an entirely Christian conception, which recognizes that the chief responsibility of the community is not toward the child who is happily dowered with home and friends, with health and intellect, with good physique, and with untainted though untrained morals; but that the primary responsibility is toward the child who is deficient in intellect, neglected in care, dependent upon others than its immediate relatives for food and shelter, or physically handicapped in the race for life.

And even as we separate these classes, one from the other, differentiating between the physically and the morally unfit, we must recognize that the sense of the responsibility of society toward childhood has been a matter of development. Hospitals for the physically unfit, young and old, are no new thing. Very early in the Christian centuries private charity awoke to the necessity of ministration to the enfeebled and the sick, and gradually this ministration to the sick and enfeebled, young and old, extended beyond the limits of private benevolence, and the State or municipality began to recognize its duty toward the physically unfit. The recognition of any similar duty, either on the part of private individuals or society as a whole toward the morally unfit is a matter of far more recent date. The recognition of such a duty may be said to date from the life of John Howard (1726 to 1790); the felicitous words of Edmund Burke in describing that life are not rhetorical exaggerations, but statements of the literal truth: "It was a voyage of discovery; a circumnavigation of charity." Large continents of social responsibility and social service were brought to light practically by Howard's life and labors, and yet, so slow was the recognition even in England of the duty of society toward the criminal, though that criminal were but a boy, that far into the nineteenth century the most barbarous practices prevailed. The author of "Old Bailey Experience," a most interesting work published anonymously in England in 1833, makes the following statement:

"Nothing can be more absurd than the practice of passing sentence of death on boys under fourteen years of age for petty offenses. I have known five in one session in this awful situation; one for stealing a comb almost valueless, two for a child's six-penny story-book, another for a man's stock, and the fifth for pawning his mother's shawl. In four of these cases the boys put their hands through a broken pane of glass in a shop-window, and stole the articles for which they were sentenced to death, and subsequently transported for life." The gulf between such a state of affairs as that of which we catch a glimpse in this paragraph, and the present feeling of all educated persons toward the problem of juvenile delinquency is vast indeed; and it is perhaps not surprising that, as only about seventy years have passed, the science of dealing with juvenile offenders should be still far from exact. The present incoherency of effort and achievement is due not merely to the comparatively recent development of the science, but also to the conflict between the individual and the State. Not only is there the philosophic difference between the individualist and the socialist to be overcome, but in the immense territory between the two extremes of opinion the interests to be considered are manifold, and at first sight conflicting. Historically the care of dependent, neglected, delinquent and defective children has fallen primarily upon individuals. Individual initiative it is, in every instance, which has inspired effort on behalf of any special class of needy children, and individuals have contributed most largely to the endowment of charitable institutions both in time and money, and just for that reason the whole force of *vis inertiae* is enlisted on behalf of private benevolence in a state like the State of New York.

Moreover, in most cases, private benevolence has worked along religious, if not denominational lines, and the fact that the American people have so clearly and radically separated between Church and State makes the problem of State care for the needy child one almost inextricably involved with questions of religious education. On the other hand, the growing burdens of taxation, and the necessary and proper limitations to be placed on the expenditure of public funds creates an increasing demand in some quarters for the maintenance of State institutions, under

separate control, in which all classes of children needing special treatment should be placed.

In discussing, therefore, the question of the care of any class of children, one of the first subjects of discussion will be, necessarily, the question as to whether State care or private care should be afforded; secondly, whether, if private care is to be given, the support of children needing special care should devolve in whole or in part upon the State, and if so, what the limitations of State supervision should be. Parallel with this discussion, and yet not entirely part of it, is the further question as to whether (particularly in the case of dependent children) such care as is given should be given in a private family and not in an institution, whether under State or private control; if some form of institution is to be employed, what the size and character of such an institution should be, as well as its method of control; or if the method of placing out directly in families is to be pursued, what is to be the system of supervision adopted? To enter largely into each one of these questions would take too much space in this report, though some of them will be treated in detail in the papers which are to follow, but a few observations as to the effect of the religious question on State control, and also as to the lines of demarcation between the classes of children who are to be objects of care, other than parental, may appropriately be made here.

The adoption of the new Constitution in the State of New York in the year 1894 has led to one or two quite important changes in the administration of charities. Not only has the State Board of Charities been given a very large and influential place in the regulation of all charitable work in the State, but the question of religious teaching has been directly imported in the Constitution. By section 4 of Article IX of the Constitution, it is provided that, "Neither the State nor any subdivision thereof, shall use its property or credit or any public money, or authorize or permit either to be used, directly or indirectly, in aid or maintenance, other than for examination or inspection, of any school or institution of learning wholly or in part under the control or direction of any religious denomination, or in which any denominational tenet or doctrine is taught." By sections 9 and 14 of Article VIII further restrictions were placed

on expenditures of money, but certain exceptions were made in behalf of juvenile delinquents and others. These sections raised the question at once as to whether State moneys could be applied to the education of children in institutions under the specific control of special denominations, and the matter received judicial decision in the case of *Sargent vs. The Board of Education of the City of Rochester* (177 N. Y. 317), which was decided in the Court of Appeals, on the 29th day of January last. The question in that case arose over the payment of the salaries of certain Sisters of Charity employed as teachers in St. Mary's Asylum for Orphan Boys.

The asylum in question was regularly incorporated and under the control of a religious denomination; the teachers, who were, as stated, Sisters of Charity, had been employed by the board of education for many years, as secular teachers in the institution. The secular education of the orphans was the same as that furnished to children of like age in any school in the city, with the same course of studies, the same text-books, and the same system of examinations and hours of study. No denominational tenet was taught, or religious instruction imparted in the asylum during the hours of school, but religious instruction was given at 7 o'clock in the evening. The teachers were paid out of money raised by direct taxation on city property, and not out of the common school fund of the city, and the inmates were included in the enumeration of children of the city as a basis for raising money for secular education. Under this state of facts, the court held that the sections of the Constitution and the various laws passed thereunder did not prevent the payment of the salaries; and that the orphan asylum was not a school or institution of learning within the meaning of section 4 of Article IX of the Constitution, and that that section was to be read in connection with section 14 of Article VIII of the Constitution. This interpretation of the Constitution seems to make it apparent that if religious instruction is to be given at all to dependent and wayward children, it must be given in institutions thus controlled. The State institution can not undertake special religious instruction according to the tenets of any particular denomination, and it would seem to follow that if State institutions are to be substituted for institutions under private

control the children in them must be deprived of any special religious instruction. Now, while in the common schools it is right and proper that religious instruction should not be imparted, because such instruction can be given by parents at home, the case is quite different where the children are removed from parental influence, good or bad, and are constant inmates of an institution. Jew and Gentile, Catholic and Protestant alike would agree in believing that for such children, particularly when they were wayward or criminal, the advantages of religious training of some sort are incalculable; and this is recognized to-day in the statutes of the State, it being the explanation of the provision of the law which requires children to be placed "in such an asylum or other institution as shall then be controlled by persons of the same religious faith as the parents of such child" (chapter 438 of 1884, section 2), and similar provisions in other laws. In the discussion, therefore, of State institutions as against institutions under private control this phase of the subject should never be overlooked.

Another matter needing very careful study is the line of demarcation to be drawn between dependent and delinquent children. In the eye of the law those children only are to be regarded as delinquent who have been found guilty of an infraction of law, that is to say, a charge of some sort must be made against a child; that charge must have been passed upon by a court and sustained, before the child is to be legally classed as a delinquent; but as regards method of treatment a child not accused of any crime at all, but committed to an institution as a dependent or for no proper guardianship, may be for all practical purposes quite as much a delinquent child as one legally branded as such, and therefore become a demoralizing influence upon other children and itself a proper subject for reformatory work. Nay, more, the really difficult subject for reformatory treatment is not the child who has been guilty of a single offense, venial or heinous, but the child who by reason of neglect and lack of any proper training has reverted to the nomadic type; has thrown off all regard for law, all respect for authority, all desire for work of any sort, physical or mental, and is not only content to live the precarious life of the street, but prefers that life. Now, as the law stands to-day

there is no certain and proper way of classifying children in an institution. There are certain institutions, of course, which receive only what are called "dependent" children. There are other institutions which receive not only children who are charged with offenses, but children who are committed, under the Penal Code, for associating with improper persons, under the technical charge of "no proper guardianship." These children may or may not be delinquent children, but the tendency of the official is to treat them as dependent children, and there are still other institutions which receive technical dependents and technical delinquents, and as to this latter class of institution, it is quite customary to-day to criticize the managers of the institution and the judges for permitting a contaminating influence to be exercised upon good children (dependents) by bad children (delinquents). As a matter of fact, the line between good and bad, between contaminating and contaminated, does not run at all on the legal distinction between dependent and delinquent. A boy who is convicted of the violation of a city ordinance by playing ball in the street and breaking windows is a legal delinquent who, though technically guilty of the charge, may be in no proper sense a delinquent, while the child who was committed solely on the ground of no proper guardianship, but who has been accustomed to associate with drunken and immoral persons, whose mind has become thoroughly polluted, whose vocabulary is largely composed of the thieves' argot, and who is already past master in the lower grades of vice and crime, is not legally a delinquent at all, but is actually a fountain head of immorality and evil for all his companions. What then is needed in the administration of institutions for children is a new classification based upon observed character, not on any preliminary charge; and the reformatory training needed is training which should be proportionate, in duration and in character of instruction, to the character of the child, not at all to any supposed penalty based on the commission of a misdemeanor or a crime. Reformatory work, if it is to justify its name at all, has no punitive element in it. It addresses itself to aiding in the reformation of its subject and not to punishing him as an offender. If more time than the ordinary sentence is required to accomplish reformation in a given case,

that time ought to be allowed. If the age and character of the child is such as to make trade teaching beneficial, time should be given for trade teaching. Above all the school itself should be a school, not a prison. The boy or girl who is sent to such an institution should be taught in every possible way to regard the institution as a home, not as a jail, and its officers as his friends, not his jailers. Even the adoption of the indeterminate sentence does not solve the question, for, as pointed out, the child who needs reformatory care may not be a delinquent, *i. e.*, an offender, at all. What is needed is a preliminary place of detention for the determination of the needs of the child, who should become the subject of careful observation. This house of detention should be a moral quarantine, and the children who are fit to pass directly from it—either to their own homes or to new homes—should be speedily passed on. The children who are not fit for homes should be made subjects of reformatory care in suitable institutions, in which there should be an attempt to classify on the lines of moral progress.

There is no reason why promotion should not be made on moral lines, as well as on mental ones. If a boy can be promoted from one school grade to another as he advances in study, there would seem to be no good reason why the same boy should not be promoted into a better environment of companionship as he advances in character and deportment, and hence arises the demand for the cottage-home school.

Respectfully submitted.

MORNAY WILLIAMS,

Chairman.

MRS. HENRY ALTMAN,

MRS. LEWIS BIGELOW,

MRS. JOHN DAVENPORT,

R. R. REEDER,

HENRY SOLOMON,

R. C. BAKER,

PAUL T. BRADY,

J. H. CONROY,

CHARLES H. JOHNSON,

CYRUS C. LATHROP,

WILLIAM O. STILLMAN,

LAFAYETTE L. LONG.

CHAIRMAN WILLIAMS: I regret that of necessity the report had to be made so long; but the subjects that had to be touched on could not well be covered in less space.

I have now, however, great pleasure in presenting the more interesting parts of the evening program. Following the report of the committee, the first paper to be presented is "The School as a Training Place for the Home," and I take pleasure in presenting to this audience, and to the Conference of Charities, Mr. Charles D. Hilles, formerly of Ohio, but now Superintendent of the New York Juvenile Asylum, who will read a paper on the subject announced.

THE SCHOOL AS A TRAINING PLACE FOR THE HOME.

As society is organized to-day, there are thousands of children who have become public dependents by reason of the death, desertion, intemperance, indifference or incapacity of parents. In many cases the church or governmental or charitable agencies speedily shift the responsibility to individuals, the technical term for which is direct placing-out; in other cases the process is more tedious, requiring the intervention of the institutions designed to prepare unfortunate children for normal home life.

It is not difficult to dispose of the robust, wholesome specimens, especially those of gentle breeding, and there are other less favored classes that do not meet with serious resistance, but there is a residuum of large proportions that requires patient study, medical treatment and careful cultivation. This last class comprises the children of warring and divorced parents, the truants, the incorrigible, the youthful congenital criminals, and those who, as the result of abuse and neglect, suffer with curvature of the spine, chronic eye and scalp diseases and needlessly impoverished constitutions.

It is true to-day, as it has always been, that the normal, attractive child who is stripped of all impediments, will everywhere find the latch-string out, and in the preliminary sifting process will be saved for those who deserve a selected child.

The time was, when students in this field saw two camps; one composed of the stout partisans of the institution, and the other of ardent advocates of direct placing-out of all children. There

were indications of a collision between the camps, but at the Cincinnati meeting of the National Conference in 1899 it was seen that a schism would be senseless, and manifest that there was not only work enough for all useful child-caring instrumentalities, but more to be done than the forces at hand, which have a common vital purpose, could wisely perform. Speaking for the placing-out societies in Massachusetts, Connecticut and Vermont, Mr. Hall said that good desirable homes could not be found for all destitute and neglected children, and that if it were possible to find them, it would be unwise to place those who are only temporarily destitute. Many children of disorderly and immoral parents, it was said, are morally and physically destitute, and unfit to be placed in families, without preliminary training and instruction. The same authority asserted that he had been engaged in the work for many years in the three New England States, and wherever children were placed, directly or recently from their own homes, they were *almost invariably* returned as unsuitable and undesirable, whereas fully ninety per cent. of the boys and girls who had been trained in institutions for a year or more, were placed in the same families and gave general satisfaction. Mr. Hall further announced that the best he could do for a child who had been tested and found eligible was to place it in a Christian family of modest means, preferably in a home from which a son or daughter had gone—and thus be assured of the affectionate interest of persons experienced in training children. Such a home, with kindly and parental relations, he declared with emphasis, is the *only* home that can be claimed to be better for children than an institution organized on the cottage or family plan.

Two of the very largest American placing-out agencies, one in New York and the other in Chicago, are reluctant witnesses to the fact that a testing process is essential, for both have recently established homes for the detention of the little volunteers. One of these societies has enlarged and multiplied its receiving stations until now it has four buildings, with an aggregate capacity of more than one hundred. These societies report a growing tendency, in the states they serve, toward legislative restrictions and hostility. They find, too, a demand for reliable data, in

regard to the antecedents and careers and characteristics of the children, that can not be supplied pending close observation of the individuals. Mr. Charles Loring Brace has told us of the difficulties in the way of satisfactory placements in New York State, Mr. Heymann has deplored a similar situation in the South, and Iowa, Indiana, Illinois, Michigan and Minnesota, finding the problem of the care of their own children increasing in complexity, are discouraging immigration by putting the legal bars higher.

The institution with which I am connected does an extensive placing-out work. Seven thousand children have been transferred by it to homes in the middle west. The conditions under which the society accomplishes this work have hardened perceptibly in late years, until to-day it is found that many of the approved states are inhospitable to the idea of immigration and, apparently, are approaching a state of open protest. Children removed from the city to the country are often unhappy and leave their places under pretense of being overworked or ill-treated, and it is said that the solitude and monotony of country life are so severe on the undisciplined orphan or neglected city child that the majority finally return to the city, and, ignorant of trade and business, become dispirited and hopeless, and get their living by their weakness instead of by their strength. The Chicago society is frank enough to discourage the attempt to place those who, in formal classification, are between infants and adolescents. The motives of applicants for infants are usually beyond question; those who seek boys and girls of thirteen years, and over, admit they need help and will agree to make concessions, but the children of eight or nine are too young to be productive and too old for adoption. Their labor, which is a negative quantity, and the cost of maintaining them, are disproportionate. It is obvious that the philanthropy that offers such good homes to untried boys and girls between the ages of seven and twelve is frequently an adulterated brand.

That plan is *not* rational which assumes that all boys should be coerced into becoming farm laborers. Some are destined to success as artisans. The criticism that the institution of antique type treated all its wards as if they were so many peas in a pod

applies with equal force to the system that would make farm laborers of all, no matter what their bent. What we should aim to do with the youth rescued from the mass of human drift is to convert them into laborers of commendable rank and quality—let them perform the kind of labor the Greeks called “weighable” and that we call worthy. The embryonic carpenter or mason might find in the farm an occupation that would engender a dislike for all work, whereas manual training might give mental stimulus.

Too often, too, the farm means isolation, and opportunities for harmless enjoyment do not exist. This is a boon to the studious child, but it is banishment to those who need the incentive that comes with comradeship.

The institution that is governed by right motives and high ideals can choose between the child who should and the one who should not be placed. The relations of the two agencies are not, therefore, incompatible, but they are well-nigh inseparable.

Prof. Henderson, whose position is ultra anti-institutional, says that “child-saving is complicated by the intrusion of the incapable and the degenerate and the perverted. Just as we were singing the triumph of environment over heredity, the stormy straits of adolescence had to be crossed, and some vicious ancestral trait burst the weak film of acquired habit. In one awful moment we stood face to face with an ancient foe. The institution and the colony of the unfit here are justified.”

For long years there were many implied indictments of the institutions. Those that retained the physical characteristics of the prisons from which they had sprung were objectionable, because in them it was impossible to carry on intelligent classification, because the wards were denied privacy and because the personal quality could not be developed.

In the very beginning, the unwelcome and the unfit were exterminated by exposure. A Roman father could bring up his child or not, as he saw fit. He was vested by custom with the power of life or death over his own family. The morality of custom improved with time until such atrocious acts were regarded as murder. America never countenanced the wilful extermination of the undesired, but it was the custom a century ago, and much

later, to confine abused and abandoned children with the shiftless and criminal adults. The first step in the reform was the separation of the young from the old, but even then the children were placed in charge of adult prisoners. Economy was the only excuse for foisting such injurious instructors on the young. Independent institutions for children were established later, but they were at first designed for those who were awaiting trial, and not to serve as boarding schools. Thus the refuge or asylum was the legitimate offspring of the prison, and it naturally and faithfully reproduced many of the depressing and dwarfing traits of its progenitor. In old communities, society was slow in breeding out the condemned characteristics, because of large investments in elaborate equipment. As a result of the hereditary handicaps, there was for a time hostility toward all established homes for children, and managers were censured for failures that were inevitable; inevitable because the State had not admitted its obligation to support the neglected and destitute; inevitable because the per capita allowance was so niggardly that it provided for the mere necessities of animal existence; inevitable because there was tenacious adherence to the irrational system of fixed sentences, which operated as an arbitrary and capricious standard of discharge. The barbarian retaliatory code adopted for adults had been applied to the children, and for long years no principle had been recognized other than that of vindictive justice. We think we have taken long strides toward better things, yet there remains a trace of this stubborn traditionalism in our progressive State. We have the juvenile courts, the probation officers, separate schools for the sexes, for Catholic and Protestant and Hebrew, for white and colored, for infant and adolescent—and all this has made possible a better classification—yet there are magistrates who commit children for definite short terms and discharge without knowledge of, or reference to, the result produced—release regardless of the child's fitness to return to society.

There lingers, too, *more* than a trace of the policy of penuriousness. We boast of our liberal provision for police and sanitary and fire protection, of unsurpassed transportation facilities, of superb parks and public works, and yet nowhere in this country of ours, save possibly in the territory south of the old Mason and

Dixon line, is less money appropriated for the care and maintenance and education of public charges of this class. The city of New York annually expends *fifty* dollars on each child in the public schools; she annually expends *fifteen* dollars on the education of each child in institutions. She seems to say that if the preferred stock is worth 100, the common stock is worth only 30. The duty of educating the children of our streets to prevent their becoming perils to our civilization is therefore very much neglected. Truly "to him that hath not, shall be taken away even that which he hath."

The same city makes an average annual allowance of less than \$110 for the care and maintenance of each child, an inadequate amount that must be supplemented by private charities before the plainest work is possible. Massachusetts spends two and one-half times as much on each child as New York does, and the average cost per capita in juvenile institutions of the north and west is double the allowance made by New York City. The children who are especially deserving of sympathy and aid are denied ordinary consideration. The great city makes their hard lot harder still. Do you know that the average American wage-earner of the class receiving less than one thousand dollars per annum expends 10 per cent. more on each member of his family, for the bare necessities of life, than the city of New York expends on each abused or afflicted or abandoned child in one of her institutions?

And the cap-sheaf of this bundle of inequalities is that if a boy, on the eve of his sixteenth birthday, were seriously to offend society, he would be committed to one of these institutions against which the city discriminates, while if he were to defer the deed a day he would become a ward of the State and have expended for his care and maintenance double the sum that would have been appropriated in the first instance.

In the face of the opposition that said the last state of the child of the institution was worse than the first—the remedy worse than the disease—and notwithstanding the recognized structural weaknesses in the system, the institutions have made absolute advances in administrative methods and are now changing their very countenances. It is a progressive epoch, and but

few institutions of the early type will survive the present decade. The changes are not revolutionary, but evolutionary.

Few persons not actually and actively attached to institutions appreciate the condition of the children of this class when they present themselves at the threshold. Some of the more advanced societies have done distinctive work that throws light on this point. One of the most progressive of the New York orphanages has faithfully inquired into the extent of curvature of the spine, and the experiment discloses the fact that of 85 boys examined, 59 have curvature. A leading Philadelphia institution, after an investigation of almost two years, finds more than 50 per cent. of its population backward in school—fourteen months behind the average normal child—merely because they were neglected in childhood and had become indifferent as students. It is the experience of most New York institutions that of the children offered, 24 per cent. have trachoma, and must be isolated, 9 per cent. have scalp disease and 60 per cent. are victims of malnutrition. Can a child who is so wretched physically be treated as a normal, favored child? The first work, then, of the institution that would prepare for the home is to amend the health of the child. It must then give patient attention to the mental status and place the child on a par with his companions in the school of letters.

That school which partakes of the normal home characteristics can best prepare the children for adopted homes, or for homes of their own, and the modern institution is organized to give individual treatment by making each division or cottage as complete as any artificial home can be made. This requires the service of prudent and intelligent caretakers, who realize that moral and religious training underlie good citizenship; who encourage music and wholesome games and good reading, and *every* influence that stirs the nobler feelings; who provide occupations that excite interest, and who teach practical ethics, especially the duties of self-support, self-control and self-culture.

Obedience and order and respect for authority must be instilled. I believe with the advocates of the doctrine of democracy in schools expressed this morning that a child without independence is a mere element of a human being, an insignificant cipher,

but self-reliance does not justify the forms of license that too often go hand in hand with juvenile self-government. Without derogation to the excellent men who are making this resourceful experiment, I believe that children who cannot be controlled at home and who have defied the laws of God and man should have the intelligent supervision of adults of strong minds and strong wills. "Eli restrained not his son and he became vile."

If the teachers and officers are persons of quality they will be full of friendliness and will feel that the children belong to them in a genuine, real, human sense. There are many such companions and guides, and their services should be utilized, for only moral weapons can really destroy moral evil. Change of scene does not produce change of heart. The one way to overcome evil is by good, and the child who puts off selfish promptings and puts on forms of thought given by a wise teacher is most fortunate.

The greatest factor in shaping the lives of children who have been deprived of the superior wisdom and intelligence of good parents, is that patient, prudent person whose duty it is to study the soul and help it to realize its own inherent powers. And when such persons are secured society should coöperate and congratulate—not criticise.

It is John Ruskin, is it not, who censures England because her men "always praise enthusiastically any person who, by momentary exertion, saves a life," but look with indifference upon those who, by self-denial, restore moral strength. And it is John Ruskin, too, who observes of England what is true of America, that she has oak enough for more chaplets.

CHAIRMAN WILLIAMS: At this session we will follow the program as strictly as possible, therefore departing from the custom established this morning; so I shall call next for the discussion on this paper. The discussion will be opened by Mr. Porter R. Lee, Assistant Secretary of the Charity Organization Society of Buffalo, whom I take pleasure in presenting.

MR. PORTER R. LEE: We shall not, I think, be overstepping the bounds laid down by our subject if we include in this discussion another phase than that presented by Mr. Hilles. He has outlined somewhat the conditions of life and living which have resulted in the presence in our communities of a considerable

number of dependent, backward and incorrigible children. He has further indicated the efforts which are being made to give to some of these in institutions the strong, vigorous, purposeful manhood which we hold to be the birthright of every child of the human race. And especially has he emphasized the fact that after the well-born, wholesome specimens have quickly found their way from the institution to the foster home, there remains the undesirable residuum for whom institutional training is essential before they are fitted for the responsibility of membership in a foster home.

It seems to me, however, that we shall fail to do justice to our subject if we stop here. The same popular indifference, the same official apathy, and the same partisan prejudice, which result in conditions of life so menacing to health and morals as to fill our institutions and force them to do their work with inadequate facilities, is responsible for the presence on our streets of children quite as numerous and quite as potentially evil. It is the fact that a compulsory education law in this State brings these children into vital contact with systematic training through the day school, that a discussion of their welfare becomes pertinent to our subject.

Two types of homes are sending their children recklessly into the institution and the street. They are the home of degeneracy, where good raw material is being ruined in the making, and the home of degradation, where potentially good material suffers for lack of development. While scientists and philosophers are struggling over the comparative chances for supremacy between heredity and environment, the child from the degenerate home becomes the victim of both. While legislators haggle over the desirability of more stringent immigration laws, alien races continue to build here homes where they rear their children according to their own degraded stolidity. Recruits from both types of home, the institution and the day school, are called on to make fit to assume the responsibilities of home life.

If we believe that upon the sanctity and intelligence of the homes of our land depend our civic safety and our social peace, it is the part of common sense to provide, so far as we can, in our institutions and schools, those elements of home life which

the children of our consideration have missed. To analyze the home atmosphere with the idea of imitating it in the school is no more impossible than absurd. But there are, nevertheless, some ideals of the home which may properly characterize the training given by school and institution to children to whom home has been a sham. Of these ideals we may speak of two.

The first is the training of childhood for its own sake. If we are to continue to consider childhood merely as a preparation for later life, the period of childhood must speedily become abnormally foreshortened. If as was stated at this morning's session the modern tendency of science and philosophy is to lengthen the period of childhood, those educational methods will be most telling in the result which look to the enrichment of the child life for the sake of present enjoyment, rather than as a contribution to future usefulness.

Furthermore, we may well question whether the preservation of the naturalness of childhood is not the best preparation for future service. Too many educational schemes have been concerned with giving the children information which they could as well learn for themselves later. Much school training is altogether mental and intellectual, when the natural activities of childhood are almost wholly physical and emotional. To disregard this and make the training altogether intellectual is, as a modern educator has said, to give the child tonics and stimulants instead of food.

A second ideal of the home which is being applied to school training presents itself almost as the agent of the first. It is that of individual consideration. To study the aptitudes, the tastes, and the needs of each child, in order to do the best for each, is a natural ideal of home life; and for children who have known no home life it is a necessary ideal of school and institutional life. Something more than the old system of lessons is needed to realize it.

Hence, we find those schools which have faced the problem introducing into their curricula the work of manual training, sewing and cooking, which have long been an essential feature of the work of many of our institutions. Into the repetition of lessons learned from a book, learned and recited in the same way

by a score of pupils, can go no part of the child's individuality; but into the fashioning of a useful utensil from a block of wood must inevitably go the sum total of individuality which has been developed within him. As Mr. Hilles has pointed out, the embryonic carpenter or mason might find in the farm an occupation which would engender a dislike for all work, when manual training would give him a mental stimulus. A close study of his individual aptitudes is needed to start him right.

The chief factor in realizing this ideal of individual consideration is the constant daily association of a child with an interested teacher. Personal influence has no peer in the work of building character and implanting ideals. Even for schools whose facilities afford no opportunity for anything but the humdrum of the classroom, steady contact with an inspiring teacher may do much for his wards. Realizing this and conscious of defective enforcement of the truancy laws, especially with children who most need enlightened school training, the Buffalo Charity Organization Society has begun to ask each month from the public and parochial schools a report upon the school attendance of all children who have applied to the society for assistance. To this end we are sending to the schools each month from our records a list of children enrolled there. We have determined that hereafter the giving of relief to a family shall be at least influenced, and some day, we hope, absolutely guided, by the regularity of the children's attendance at school.

One danger we may perhaps point out in closing. The school can be a training place, but must not be in any sense a substitute for the home. The educational process in fitting the child for his own best work is essentially selfish, a tendency which in a normal home is counteracted by the home life. But with the child whose home is a mockery and a sham, the school must in some way give with its education those ideals of the home, serenity, good comradeship and service, which he has missed.

CHAIRMAN WILLIAMS: Following this discussion of the paper by Mr. Lee, there is provided by the program a general discussion in which any person who desires may take part. The speakers are limited to five minutes each and the chair will have to enforce that rule.

REV. S. R. CALTHROP, of Syracuse: I have been asked to say a word with regard to our Boys' Club. Prevention is better than cure, and it is better to take an incipient wild boy and make him decent than to try to get him after he has gone where we don't want him to go. The Syracuse Boys' Club this summer was authorized by the city to use the old reservoir for bathing. We got a raft and put it on there and made dressing-rooms, procured a boat and paid a swimming teacher, and we gave permits to 1,950 boys. A gentleman who lived near the reservoir was indignant at bringing the riffraff of the city close by his home. He watched the boys and after a short time he recanted. He said the difference between those boys as they used to be and as they now are was amazing; the boys used to go along the streets blaspheming and talking indecently all the time; now he hears them say what a splendid time they had in the bath. Now, the Boys' Club, it seems to me, takes hold of the delinquent before he is a delinquent, gets hold of your degenerate before he degenerates. Our club has a membership of nearly two hundred in its regular home. We have our clubhouse open every night in the winter, spring and fall, and in the summer we provide as much baseball as possible, and as much swimming as we possibly can. We provided swimming for nearly all the boys in Syracuse of the legal age to swim.

Now, I want to say, in the first place, with regard to the eagerness with which certain persons I know give money to help our work, that I feel they give that money as a gift to God and man, and it is magnificent. By the way, I was asked to write to some influential people in Syracuse whom I didn't know. I wrote a long description of the things I told you, and sent it to those people I didn't know. I wrote several letters which took me a long time, and I have yet to receive the courtesy of a single line from any one of them. Now, some of those people are really philanthropic people. It only shows that they do not understand the situation. There are just as much responsible as I am for the neglected boys of Syracuse. Their duty is just as plain as mine; and we ask them if they can not do this personally, to help us to do it, and it is their duty before God and man to do it.

I trust some day I shall be able to shame some people in Syracuse into helping us.

The Mothers' Club ought to be represented here. They have kept a vacation school open for the small children and a magnificent success it has been. It is a pity some one can not speak adequately for them.

CHAIRMAN WILLIAMS: Any further discussion?

MRS. D. L. COVILL, of New York City: I wanted to speak of a home that has been established by the Children's Aid Society for neglected children preparatory to placing them in permanent homes. We have a home that can accommodate twenty-five children, our families are never large. We employ in the home refined and gentle nurses. We take children from the streets and from poor homes and put them under this influence, and the change that comes to them is wonderful. Three weeks ago I brought to New York, from a distance of more than three hundred miles, two little orphan children who had been living with an insane grandmother. They were cousins, about two years of age. The only clothing they ever had consisted of little slips. Having no shoes, their feet were hard and callous. I thought how can I travel three hundred miles with them in that situation; but when I dressed them up in white, with little white shoes and stockings, and cunning little bonnets, they traveled admiring their clothes to New York. Now, I wish you could see those little girls. They are beautiful. The influence of the home has been such that they are as gentle as the very gentlest children.

We have a little boy who had never slept in a bed, wouldn't stay in bed, wouldn't lie quiet. He would kick and scream all night, but in two weeks this child was as gentle and sweet as any child could be. Perhaps you think that is not possible; but I wish you could come into the home and see the transformations there accomplished. I should like you to come when you come to the Conference next year and let us show it to you. We give these children the best of food and the best companionship, and it is wonderful to see the change that comes over them when they are placed in this temporary home for children. They come to us so neglected! We place them in better homes. We have

placed them in some of the finest homes in New York. There is a lady who lives in Syracuse who has adopted three of our children; these little neglected ones, you would think they were her own. It is a most inspiring sight to see them. In another city there are four of our children in one home, two brothers and two sisters. It is through the influence of this temporary home that these children have been provided with such homes.

CHAIRMAN WILLIAMS: If there is no further discussion I shall call for the next paper, by Judge Wilkin of the Children's Court in Brooklyn. Judge Wilkin expected to be here, but owing to the illness of one of the other judges he was compelled unexpectedly to take the bench himself both yesterday and to-day and to-morrow, so he found it impossible to come and he sent his paper, which Dr. William O. Stillman, of Albany, President of the Children's Society for the Prevention of Cruelty to Children of that city, has kindly consented to read.

DR. STILLMAN: I must ask your indulgence as I am at a disadvantage in reading this paper, as it was given me only twenty minutes before the meeting began.

THE LIFE OF THE STREET AS IT AFFECTS JUVENILE DELINQUENCY.

It is always a difficult matter to attribute to any one particular cause any special effect, although it is the usual way to select some particular cause and then charge up against it certain consequent effects. The surroundings of a boy who has the liberty of the streets, and the relationships, all contribute to a result which affects his after life and being. Let us, for a moment, consider the precedent conditions.

Take, for instance, the case of a boy of 12 years of age; he may be the son of an immigrant Italian. In the first instance, the father has come to the United States with very little means; he works hard here and saves enough money to send for his wife and children, whom he had left in Italy. They arrive and secure a small place in which to live; it consists, perhaps, of one, two or three rooms. There are the father and mother and three to five, or perhaps seven, children, of whom our boy is one. The father is up early in the morning, snatches a bit of breakfast and

is off to work. Laboring arduously all day long, he returns at night, probably having plodded on foot a long distance from his labor to his home. Certainly, he is in no condition to give instruction to his children, except possibly the primitive instruction along religious lines he remembers from his childhood. The education of the school is unknown to the father; his education as to work is confined almost entirely to the handling of pick and shovel, and were he physically able and mentally competent, the fatigue of the day incapacitates him, and consequently the boy receives nothing in that way from his father. His mother is occupied with her household duties, for, in addition to caring for her children, providing food for them and cooking the meals for the husband, etc., she probably is trying to add to the family income by providing for one or two boarders. She not only does not have time to give attention to the boy, but in fact the place is so crowded that there is not room for the boy and he is pushed out into the world. In my experience in the Children's Court I have found a great many of these cases, where the boys have been arrested by the police or brought into court charged with minor offenses, simply because they preferred any place to the home, and because their parents were unable to do anything for them. The influence of the street for this boy is of one character.

Take the case of another boy, whose father is engaged in some business and whose time is taken up, when not at his employment, with companions who while away the time gambling in near-by saloons or resorts, and whose topic of conversation at home is along the line of his gambling habits. Not only that, the language of this man at home is of such a character that the boy constantly hears the worst oaths and the most objectionable language in his home, indecent epithets being bandied between the father and mother in such a way that even, an endearing term from the boy to his friends in the street is couched in indecent and profane language. This boy drifts to the streets, the parents at home feeling that they are performing properly their parental duties.

Another boy is the result of an unfortunate mesalliance, his father being unknown and his mother marrying after his birth. He is a continual accusation against the mother, menaces the peace of the home and is a nuisance to the father.

Another boy is the result of early indiscretions on the part of the parents, and the father has been compelled by the operation of the bastardy law to marry the mother, and in course of time the parents have lived together. Both father and mother are incompetent to rear a family; in fact, before their marriage their only ability to affect the child in a good way was the physical one which brought him into the world. On the threshold of the life of the child the incompetence of the parents is acknowledged. Still, that child is held to the same accountability as the child of the model parent.

Again, as referred to before, the parent is loose in his habits as to gambling. The child is arrested for playing "craps." The parent, from the child's point of view, can do things which the child in doing violates the law and it brings him within the province of the police. The newspapers daily, a few weeks ago, reported the condition of the wagers on the presidential and other political elections. These facts were quoted by many of our best citizens as reflecting the probable result of these important events. At the same time the child at home hears of this gambling that is publicly reported, and he follows in his own way by playing "craps" on the street, or some other gambling game which the eye of the law views with censure.

Now, then, from this class of boy, let us for a moment view another side of the question—the family of the hard-working, respectable mechanic or clerk, or of any of the other reputable lines of business, with the Christian parent giving time, thought and attention to his children, explaining to the girls, as well as to the boys, their responsibilities in the world, their positions in society and the evils and pitfalls which should be avoided.

These, perhaps, are extreme cases on both sides. For the sake of argument, let us suppose so. The effect of the latitude and liberty of the street on the former boy is to lead him almost directly to the commission of petty or serious crimes, whereas the same liberty to the other boy has only a refining effect upon his moral sensibilities and power to govern himself.

Is the remedy for the condition suggested here to be in committing these children to an institution of an industrial or reformatory character? Are the surroundings of an institution

ordinarily of such a character as to cure the conditions precedent in the unfortunate children? Will the training in a reformatory institution, where the boy gets up by rule with a number of other boys, goes to his meals by rule with a number of other boys, and performs his every act during the day with other boys, be of the character-building nature that will cure the defects of the home training he received before going into the street? I fear not. In the first place, I premised that probably no one cause was an explanation for all effects. Probably, therefore, no one remedy will apply in every case. We have tried the institutional, that is, committing children to correctional institutions, and in many cases that remedy has proved efficacious. I have no doubt that in a great many other cases it will have a like effect. However, is there not some way in which the remedy may be applied in other cases? Is there not some way in which these cases can be treated? I appreciate, as before stated, that the tendency is to apply a single cause to a general effect, and many instances of that tendency might be given. For my own part, however, I believe that the individual reason is the one to be sought, and that then the individual remedy must be applied. It is so in medicine if successfully conducted; it is so in every other science. Why not, therefore, in reformatory science?

The establishment of children's courts in several states of the Union has promoted the application of special treatment to those cases. Probation, if it has shown anything, has shown that much can be done by leaving children in their home surroundings, be they what they may, and still good results will follow, good results not only to the child, but also to every other member of the family; and consequently instead of benefiting the community by benefiting one person, the father, mother and other children of the family are improved.

My appeal, therefore, to-day is for your consideration of the system of returning to the parents more personal responsibility for results as expressed in the actions of their children when brought before the criminal courts.

It seems to me that children must have the freedom of the streets. The complex condition of our great cities, if it proves anything, proves that large numbers of children must of necessity

frequent the thoroughfares, especially in the neighborhood of their homes. If so, efforts must be made along the line of meeting these conditions, or our reformatory work will be hampered. Apply what remedies you will to the surrounding conditions of the streets—make the streets of a city so that children will not hear adults using obscene, indecent and profane language. Make them so that the children will not have the constant sight of drunkenness before them. Make them so that other immoralities and temptations shall not be there, but, also, with all these conditions, which it seems almost impossible to eradicate entirely from our system, is it a good thing to bring back to the parent his responsibility to the body politic for the proper care and training of his children?

There are something like 5,472 destitute and delinquent children in institutions in the borough of Brooklyn (Dept. Pub. Charities), children who have been committed there for being disorderly, delinquent or destitute. Under our system established years ago the parents of these children were relieved entirely of the care, nurture or support of their offspring, and instead, in many instances, of their making an effort to prevent the commitment of their children to institutions, they were the ones that instituted the proceedings so as to be relieved of this very condition. Is there any way in which we can bring to the attention and so impress it upon the parents of such children that they are responsible, many times, for the very objectionable conditions that exist?

An effort has been made along that line. It has not met with general favor. As it grows, however, and as the beneficial effects develop, friends are recruited and those who opposed the idea originally have been made allies. I refer now to the provisions of section 921 of the Code of Criminal Procedure, which was amended the last time by chapter 13 of the Laws of 1903, and provides that whenever a child shall be committed to an institution pursuant to any provision of law, the parent may be examined to ascertain his ability to contribute in whole or in part to the support of such child, and an order may be made by a court or magistrate directing that he shall make a weekly payment for such purpose. A violation of this order incurs a penalty.

Why should not the responsibility for neglecting to care properly for a child be visited upon him who has committed the neglect? Why should not the responsibility to maintain the offspring be brought home to a guilty parent?

The good effects of this provision are many. In the first place, it preserves the self-respect of the parent as he, in contributing to the support of his child in an institution, is thereby prevented from being the parent of a pauper, and he consequently saves so much of his self-respect.

It tends to preserve the relationship between the parent and child, so that the parent does not leave the child practically abandoned in an institution without even making inquiries as to its welfare for years at a time. By compelling attention to the child in an institution, it encourages the parent to visit the child and preserves the relationship between them.

It also encourages the parent to renewed efforts to secure the discharge of the child at the earliest moment, as it thereby relieves the parent of the expenditure of money. In a way it compensates the State for the expenditure incurred in caring for the child. Many times it punishes the parent by a sort of continuous fine for his neglect or wilful connivance at the offense the child has committed.

The only objections I have heard are, first, that as the parent pays toward the support of the child he also has a right to direct how the child shall be cared for, and thereby interferes with the institution's management of the child while in its care; and, second, that in the case of poor parents the payment of any sum from their already-straitened means further increases the poverty of the family, and affects the children who are not in an institution, to the very small benefit of the city. There may be other objections; I do not know what they are.

The answer to the one is that the more interest the parent pays to the welfare of the child, the better for the parent, the child and the State. The answer to the other is that in the cases where poverty really plays an important part, no order which would take from a family already impoverished one penny toward the support of a child in an institution should be made by the committing magistrate.

I wish to emphasize that, in the first place, the remedy suggested will apply only in a comparatively few cases, that the amount of money collected will be small, but the effect, I truly believe, from a well-considered application of this law, will be beneficial to all parties interested.

Its application would affect comparatively few persons. In the borough of Brooklyn the estimated population this year is 1,334,952 persons (Dept. of Education), the estimated number of children under 14 years of age is 334,272 (Dept. of Education), and out of that vast number of children only 2,442 children (Child. Court, Bor. of Brooklyn) were brought before the Children's Court in Brooklyn during the past year charged with all kinds of offenses. Therefore, you will notice that the percentage is very small. On the other hand, of the children committed to institutions, in the borough of Brooklyn where orders have been made, the city has collected \$3,858 (Brooklyn Soc. Prev. Cruelty to Children), and the terms of commitment have been very much shortened, so that the city has been relieved of the cost of the care, the institution has been relieved of the cost of maintenance, the parent has been relieved of the expense of the enforced payment, and, best of all, the child has been returned to his home surroundings in a much shorter time.

To sum up the ideas I desire to express, let me say, first, they are three-fold. Every effort should be made to train parents, that is the public, that it is as wrong for grown-up people to commit crimes, such as gambling, etc., as it is for children, and that children, with such examples as I have heretofore stated before them, should not be held to an accountability of which adults are relieved; second, that, if possible, children should be trained at home, and by home I mean in their home surroundings, whether it be actually in the home circle or by neighborhood organizations, boys' clubs, etc., to understand the temptations and conditions of the streets, as that is where their lives must be begun and oftentimes continued; and, third, that the responsibility for the bad conduct of a child should be kept as close to the attention of a parent as is possible, and as frequently the only live, active manner in which to do this to-day is through

the monetary channel, that this matter be considered in its application to these cases.

CHAIRMAN WILLIAMS: The discussion on this paper will be opened by Dr. Lee K. Frankel, Manager United Hebrew Charities, New York, whom I have the pleasure of introducing to you.

DR. LEE K. FRANKEL: I have read with great interest Judge Wilkin's admirable paper on "The Life of the Street as It Affects Juvenile Delinquency." The writer has prefaced his paper with the statement that it is always a difficult matter to attribute to any one particular cause any special defect. Probably in no field of social uplifting would this statement apply better than in the one we are considering at present. It may almost be stated as axiomatic that the juvenile delinquent becomes so, not through one but through many causes, some of which may even be hereditary in nature, while others are due, as Judge Wilkin has stated, either to neglect of parents, to vicious training or as the resultant of surroundings and environments which meet the child in his social life, away from the immediate influences of the home.

In his summary of the situation, Judge Wilkin has assumed that the crimes which are chargeable to children may be obviated if the public, as represented by the parents, can be trained up to a sense of their responsibility and by giving greater attention in the home, give that essence of stability which would preclude the possibility of the child's subsequently becoming corrupted by contact with ordinary street influences. That, furthermore, children should be taught in the home the ordinary temptations of street life, so that they may repel them and overcome them; and finally, that in the case of the delinquent child, the responsibility of the parent shall not cease even if the removal of the child from the family circle becomes necessary.

It is somewhat difficult to explain Judge Wilkin's statement by the example that he has given of the son of an immigrant Italian. He has cited for us the case of a boy, whose father has little knowledge and little means, whose days are employed incessantly in hard toil and whose wife is occupied either in household tasks or who, as frequently occurs, is engaged equally with her husband as a wage-earner and contributor to the family's purse. As a matter of fact, this classic instance is of a type with

which we are all acquainted and one which can be duplicated by the thousands in any of our large cities. There is no question that in many instances, owing to the necessity on the part of the parents to give the major portion of their time either to eking out an existence or to requirements of the household, the education of many children is neglected, the surroundings at home make them dissatisfied and discontented, and eventually when they come in contact with the perils of the street they easily fall victims to whatever vices and crimes they may meet here.

It is, however, wrong to assume from the instance that has been cited, that parents such as these, ignorant though they may be, either shirk or are unacquainted with their responsibilities. It may be said with more truth that if the children of such parents become delinquent, it is due not so much to unwillingness as to inability on the part of the parents to assume their natural and legal responsibilities. Such inability may, in a measure, be ascribed to the parent assuming that the individual can be held liable for ignorance and physical defects. In the great majority of instances, however, the fault lies not at the door of the individual but at the door of society, as represented by government. What the duties of the State actually are toward the citizen has always been an indefinable proposition. Viewed purely from the standpoint of the economist, these duties are limited and in the last analysis assure the citizen proper police protection and very little more. Modern social endeavor is doing its best in the attempt to eradicate this belief. Human beings, wherever they may be, have a right to ask that they be given an opportunity of earning food and shelter, of the kind to enable them to keep up a decent standard of living, to educate their children and to live under conditions that are not destructive to health. The State has recognized this obligation so far as the education of children is concerned in the wide-spread development of the public school system. It has been a matter of only very recent date, however, that the necessity of safeguarding a man's health, of enabling him to live under proper sanitary conditions and of so regulating his hours of toil that he can give of his extra time to the welfare of his children, has been recognized by the State. Until this is universally recognized not only by government but by indi-

viduals, such a strict accountability of parents for their children as Judge Wilkin suggests cannot be exercised. Water rises no higher than its level and the parents of children who appear before our courts as delinquents are in many instances simply creatures of environment. In view of the conditions under which so many thousands dwell in large cities, conditions of squalor and of filth, of disease and absence of sanitation, the wonder of it all is that the percentage of delinquency among children is not much larger than we encounter at present. If anything, it goes to show that the average parent does supervise his children, does accept his responsibility, does endeavor to exercise his parental functions, not because of his surroundings, but in spite of them.

This brings us eventually to the actual question for discussion, namely, the influence of the street on the child. A priori, it may be assumed that if the home were better, the amount of time that the average child would put in on the street would be the minimum. Again, it should be remembered that the street in itself is not a vicious factor in the child's development, nor should it be contended that children should be kept off the streets because of any inherent possibilities they may have for evil. It is in the big cities, in the crowded and congested centers, that the streets become dangerous. Where children have no opportunity for play, where frequently the exercise of ordinary childish impulses and of youthful activities become misdemeanors, the development of child life is surrounded of necessity by unnatural restraints and produces a desire common not only to children, but to adults as well, of breaking through such restraints. The child must have an opportunity to expand, to exercise his natural inclinations. Most of these are developed in the simplest activity of child life, namely play. Where this is repressed, where no opportunity is given for its development, the activities of children are directed into improper channels and we have the various phases of juvenile delinquency, ranging from the breaking of a window to the more serious form such as burglary and assault.

Here, too, society has been largely at fault. The playground is after all of very recent origin and even to-day has not begun to reach its full possibilities. The opportunities for play, the ability to obtain education are in large cities not functions of

either the parent or the individual, but of society as represented in its concrete form, the municipal government. Given even improper housing conditions, and laxity of parental guardianship in the home, I think it may safely be stated that with ample opportunity for the exercise of the natural proclivities of the child in the streets through proper playgrounds, day nurseries, kindergartens, vacation schools, etc., the percentage of juvenile delinquency could be largely diminished.

As an example of this, I cite the contrast exhibited in Greater New York between the Borough of Manhattan on the crowded East side of Brownsville, a section of the Borough of Brooklyn. In the first named, juvenile delinquency has been on the increase for a number of years; in the last named, in a population of 60,000, and in a neighborhood where there are wide streets, small houses, no unsanitary and badly-built tenements, where there are public parks and playgrounds and free baths, juvenile delinquency is almost unknown and yet the elements of the population in the two boroughs are the same.

I think I should speak a little more about this district. The captain of the police precinct told me there very recently that he did not know what it was to arrest a boy. There the streets are almost double the width of those that we meet ordinarily in Manhattan. There are no tenement-houses containing over four floors. Most of these houses are so-called two-family houses, open on all sides and as a rule with porches in front; there is a free public bath; there is a playground in the park recently built; the section itself is within a mile of the Atlantic Ocean. Furthermore the entire residency of this section is made up of the discredited and degenerate emigrants that were mentioned here a few minutes ago by Mr. Lee. As giving some idea of the amount of degeneracy and delinquency that exists there, I will mention in passing that the matron of this same police station told me a few weeks ago that in the 12 years she has been there she has not known of a single instance of a Jewish woman who has been arrested in that district for drunkenness.

I do not wish to be understood from the above that the lack of responsibility of parents for their children should in any way be condoned. Nor should courts in acting on cases of juvenile

delinquency which are apparently due to a prior delinquency of the parents take into consideration too largely the inability of the parents to do otherwise. Parents should in most instances be held to the strictest accountability for the care of their children even if the parental duties must be exercised at great cost and sacrifice. I agree heartily with Judge Wilkin in assuming that wherever it is possible, parents shall be obliged to pay for the cost of the child's maintenance in institutions. The value of such procedure is that it acts as a deterrent and may, in many instances, prevent recurrence of juvenile delinquency either in the offender or in other members of his family. Such punishment as this to the parent or the incarceration of the child in a reformatory institution does not begin to solve the problem, since it does not reach the fundamentals.

Punishment for delinquency is after all only palliative and is exercised in the hope that it will overcome repetitions and recurrences of delinquency in the young criminal or in the nature of a horrible example will prevent his companions from following in his footsteps. We recognize to-day that this is a most expensive and at the same time the poorest method of obviating vice and crime. Our efforts should rather be turned in the direction of preventing the building up of criminals by educating them to a sense of civic responsibility, of decency and of morality and primarily by permitting them to live under conditions and in surroundings where there is the least opportunity for vice and crime to spread. The optimistic attitude is the one that holds to the belief that individuals whether adult or juvenile have no natural criminal tendencies. This is in accord with the belief voiced above that the average parent naturally has a love for his children and that it is his desire to bring them up to become model and useful citizens. Where this is not the case, it will generally be discovered that antecedent causes, due to the inability of keeping up a decent standard of living, have been the factors producing delinquency and not natural or inherited vicious tendencies in the individual. Whenever we can offer to every individual who is willing to work, and work hard, for the support of his family the faculties for rearing them in wholesome and sanitary influences, and whenever we can give to the children of this man the oppor-

tunities for wholesome play and for the full development of their natural activities, we shall find that juvenile delinquency will be on the decrease.

CHAIRMAN WILLIAMS: I am very glad to see we have kept exactly within the time and we should be very glad to spend all the time printed on the program in further discussion of the paper.

DR. WILLIAM O. STILLMAN, of Albany: I don't know as I am appointed to take up the cudgel for Judge Wilkin, but I have a very strong conviction that he is right in regard to the charge of indifference on the part of parents. As a judge on the bench, he has had ample opportunity to know that, and as a member and prosecuting officer of the Brooklyn Society for the Prevention of Cruelty to Children for a good many years, he has had ample opportunity to verify his statement. As the executive officer of a society which has to take charge of a large amount of court work, I have had similar opportunities and I will say that I think there are a great many parents that are willing to dodge the responsibility for the care of their offspring, sometimes because their children are in the way and sometimes because they would be glad to get rid of the additional care of them. Our own society has caused a large sum of money to be collected from parents who otherwise would not have paid anything for the board of their children, which shows that they could pay but had failed to do it.

As regards specific instances I would say that within a very short time our officers were called to go after a baby that the mother had so neglected that the child was at the point of actual starvation. We had it placed in St. Margaret's House, an admirable institution for the care of children. It died as a result of this exposure and neglect on the part of its mother. It is not so many months ago that we were told that in the city of Troy there was a child suffering from neglect and malnutrition. The mother was utterly indifferent and hardened—I mention this only because I was so well acquainted with the case—and our officer went there and found, sitting in a rocking chair, a little child about fifteen months old without a scrap of clothing, and it had remained seated in that chair for some two to three days without having been removed. It was surrounded by a mold made by its own body resulting from the curdled milk which ran down and

from excretions from the body and also from excretions from huge sores that had come, sores in the child's body into which you could literally put your hand, resulting from being allowed to sit there uncared for. The only nourishment the child had was from a nursing bottle filled with sour milk which a well-meaning little boy had placed in its hand. The child died shortly from those great sores and from this neglect. I told the officer to take a photograph of the child who had been brought to our shelter building. The mother through political influence endeavored to get off from the charge of her atrocious neglect of the child. We took the photographs of the child, showing the huge gaping sores, and showed them to her, and when this unnatural mother had looked at them she said, "If it is so bad as that I won't make any attempt at defense, I will accept my sentence," and she did.

Now, there are a great many cases like that only not so bad. I think the good people in a community don't realize how much there is of that, that no one realizes it except those who are acquainted with the social conditions of the lowest classes, or who are perhaps connected with institutions that attempt to take care of them.

There is one other point in connection with the paper concerning the placing out of children. Reference was made to the placing out of children by institutions, but the ground was not very thoroughly covered. There are some things in connection with that that seems to me to call most urgently for reform. I believe there is a knowledge on the part of very many persons who are familiar with this kind of work that in cases of many institutions for placing out children no records of such placing out are kept, and often the boys and girls, brothers and sisters, are taken by different families, and when they get a little larger they would like to see one another, which is their natural instinct. On going to the institution they find no records have been kept, that they know nothing there concerning any relatives, and they have lost their birthright. Now that is wrong, that is atrocious. In the first place, records should be kept, as part of the official archives. If it is thought advisable these records can be carefully guarded from the general public, rules can be made that they shall be disclosed only on an order from the court, but records should be

kept under some conditions. In some cases, after they are placed out, there is little or no *official* inspection or supervision of such children. That has been left to a great many well-meaning and kindly-disposed persons; they give a great deal of time and attention to it and have done good work; but work of that importance, affecting the birthright and future of citizens of our Republic ought to be under the supervision of the State. It seems to me the State Board of Charities should have the right of supervision over these children, to see them in their new homes, and keep up such supervision and inspection. Many times it has been done very well by these persons to whom I refer, but we should have official inspection. I hope the Committee on Resolutions, to whom the matter has been referred, will present a resolution covering the suggestions which I have made for action by this Conference. I thank you for your great patience.

MR. GEORGE A. LEWIS, of Buffalo: I desire to call the attention of this meeting to an institution which has been created by chapter 453 of the Laws of 1904, the scope and significance of which is, I believe, not fully understood by the majority of the delegates to this conference.

Before the first of June last an institution was maintained at the city of Hudson, N. Y., similar in character to the Western House of Refuge at Albion, with which you are all familiar. Its purpose was to provide a place of detention and reformation for certain classes of women offenders, most of whom are committed between the ages of eighteen and twenty-five years. By this legislation referred to, the operation of a reformatory institution for women is discontinued and there is created the New York State Training School for Girls, an institution which is of an entirely different character, because instead of being a reformatory institution for girls and criminal women it is a training school for a class of female delinquents and defectives such as have been described here to-night. Under this law such girls may be received on commitment from any part of the State of New York, from Buffalo to Montauk Point. It is the only institution under State management to which such girls may be committed. I believe that people do not generally understand for how many causes and under what circumstances girls may be sent there. I might say,

in a general way, that all girl delinquents and certain classes of the neglected and dependent between twelve and sixteen come within the designation of children referred to, and may be committed to this training school under the circumstances described in that section of the Penal Code which enumerates, "Those frequenting the company of thieves or prostitutes, or being found associated with vicious and dissolute persons, wilful disobedience to parents or guardians, intemperate habits, vagrancy, any criminal offense, begging or receiving or soliciting alms, having been abandoned or improperly exposed or neglected by parents or other persons in parental control, being in concert saloons, dance houses, theatres or places where liquors are sold, without being in charge of a parent or guardian, playing any game of chance or skill in any place wherein, or adjacent to which, liquors are sold or given away, being employed in any illegal, indecent or immoral exhibition or practice, collecting cigar stumps, bones or refuse from markets and peddling." Moreover, any girl under the age of twelve may be committed in case she is convicted of a felony.

Fortunately, the institution is provided with the improved cottage system. There are seven three-story brick cottages, each of which provides sleeping quarters, dining room, sitting room, laundry, kitchen, sanitary baths and toilet accommodations for an average of twenty-three inmates. There is a flower garden, a vegetable garden and an orchard. There is also plenty of fresh air, a beautiful site, and ample school facilities are provided. The girls receive training in common school branches and are taught laundry work, cooking and sewing. There are twenty-three girls in a cottage with two matrons and a teacher. They cook their own food, keep house, and each little cottage is in every way a home by itself. I am sure that any person interested in this subject who will examine the matter can not help being inspired with sympathy for the aims and ambitions of this institution of which I have the honor of being a manager. I am familiar with the inauguration of this experiment and I feel sure that every one connected with it is ambitious to make it a great success. We need the coöperation and help of all the delegates to this convention connected with the subject of charity throughout this entire State to see that proper cases in their neighborhoods

are committed to this institution, and to come there and see for themselves how it is managed. We are open to suggestions from those who have given the subject thought and have any useful hints to impart for the management of the internal discipline of the establishment. Under this law any girl who is arrested and committed to this institution must not be confined, pending her transfer to Hudson, in the society of any sort of criminal persons whatsoever. She must be kept apart and the institution must be notified and matrons are provided by the institution to care for such cases. These matrons take her to the institution, the entire expense of transferring all these delinquent girls being borne by the State, and not in any part by the county from which they are sent.

MR. ARTHUR E. WAKEMAN, of Brooklyn: Representing a society which does a considerable amount of placing-out work, both by giving small children for adoption, by providing free homes for others of certain ages, and by boarding children between the ages of three and twelve years in families, I wish to say that I quite agree with Dr. Stillman that very careful records of such placing should be kept and a like careful supervision made after the child has been placed. But I wish also to except at least one society in the State from the sweeping statement that such records and such supervision are not kept. In the first place it is *necessary* as one of the details connected with such placing in homes that we keep very minute records of all applications, investigations and visits.

In our actual practice the child is kept in a receiving home, such as Dr. Hilles has suggested as being quite the proper thing, and studied until he or she can be properly placed in a home. Our records show at a glance to what home the child has gone and all information concerning the constitution and surroundings of that home, the same having been inspected and passed upon, before approval, by our paid workers, and by representatives, separately, of the Brooklyn Society for Prevention of Cruelty to Children and the local board of health.

We furnish a blank which is sent every month, after placing, to the foster home. This blank asks certain pertinent questions concerning the present physical condition of the child, particularly concerning any physical defects of eyes, ears, nose, teeth and

throat noticed; any illness during the month; the child's conduct at home and at school; his attendance at Sunday school; clothing needed, or received from any source within the month; his visitors, their addresses, etc. This blank must be filled out and returned, signed, to the office regularly every thirty days. It is then personally inspected and signed, in turn, by me before being placed in the case of records. In addition, we receive from the school teacher, also regularly, reports on each child's progress, or lack of progress. Further still, we employ paid visitors whose entire time is given to the supervision of these placed-out children. These visitors go not only to the homes at unexpected times, thoroughly inspecting them from attic to basement at each visit, talking with, and, if necessary, instructing the foster parent, but it is each one's duty, also, to interview the teacher or teachers in the public schools, which our children attend, asking questions as to the apparent care the child receives, both in relation to physical and moral need, and to talk with each child separately, and alone, winning its confidence if possible as a personal and interested friend who is sympathetic in all its childish joys and sorrows.

On returning from each inspection the visitor is required to fill out a blank for office filing in which are repeated the questions just now mentioned in connection with the monthly foster-home report, and many others are asked as to the family life, the school life, and the community life. Very important among them are: "Does the child appear to be happy and contented?" "What feelings seems to exist between child and caretaker?" "Moral atmosphere of the home?" "What method of punishment is followed?" "Is the child kept thoroughly clean?" "Did the school and teacher impress you favorably?" etc.

The visitor tries to enlist the active help and sympathy of the Sunday school teacher as well as of the day school teacher, and very often, the pastor of the church is asked to assist. Quite often, too, other members of the community are sought out and interested in some particular child who has become or is to become a member of that community and thus thrown in contact with its life day by day.

Complete records of every one of these visits is kept at our office, as I have said, and of other information, gained here, there, and everywhere.

Again, I feel extremely the importance of emphasizing what Dr. Stillman has said as to the necessity of keeping such records, and of exercising very careful supervision, but still do not like the impression to get abroad that all societies fail in this matter.

CHAIRMAN WILLIAMS: I do not think Dr. Stillman meant to be understood as saying that all societies failed.

MR. FREDERIC ALMY, of Buffalo: A doctor in Chicago said lately that in that city where were 100,000 children who didn't know a daisy from a dandelion, or a rose from a violet, except in a florist's window. To prove that, he went to the crowded tenement part of the city and took the flowers with him. He found in some of those schools hardly one child who could name the commonest old-fashioned garden flower and yet, in these same schools there was hardly a child who didn't know the chief prize fighters and actors. Now, that means a great deal. We have corrected this to some extent by the creation of school gardens. Since then Chicago has started what are called socialized parks. I believe they have twenty-eight parks which are to cost altogether ten million dollars. These parks are to have splendid swimming pools, with skating facilities in the winter, and instead of signs of "Keep off the grass" will have signs of "Keep on the grass." They are to be for the use of the people in every possible way. They are to have buildings, houses for social gatherings, with open fireplaces for waiting and meeting, and an assembly hall that will hold four hundred. Furthermore, this is not in the least a philanthropy or charity. It is done by the people's money, and is a part of the municipal system. Where the home training is poor I think every school is in a sense a training place for good citizens. The public school is a place where they not only learn to read a book and such things as that; they have daily lessons in cleanliness, obedience, order, regularity. As has been shown, the personal influence of the teacher is very good to counteract home influences and street influences. It is very well said that the chief cause of vice and pauperism is neglected childhood. That is one reason why in Buffalo we are trying to increase the

regularity of school attendance. If we can keep the children in the school, I have not much fear of their future life.

CHAIRMAN WILLIAMS: The time has arrived for closing the discussion which has been of great interest, and I must turn the Conference over to its presiding officer, Dr. McMahon.

The Vice-President, Rev. Dr. McMahon, then took the chair, and after making some announcements as to the members registering, the session of the Conference adjourned.

FIFTH SESSION.

Thursday, November 17, 1904.

The Conference was called to order by President Hebbard at 10 a. m., who turned the meeting over to Dr. Daniel C. Potter, Chairman of the Committee on the Institutional Care of Destitute Adults.

CHAIRMAN POTTER: It is the custom, I understand, of the chairman of these separate sessions to present the report of the committee. For various reasons not needful here to relate, the paper which I have has not been submitted to the members of the committee; therefore, if there is anything at all heretical in it, I personally am to be held accountable for it.

INSTITUTIONAL CARE OF DESTITUTE ADULTS.

The reports of this committee presented at previous Conferences disclose the fact that the general subject has been ably covered. The casual student, however, will note that all that is said upon these subjects in general runs along well-defined grooves.

The current of institutional life is seldom swift. It has few surprises and these are rarely sudden or startling. Institutional progress, as a rule, is conservative; its revolutions, if there are any, rarely survive the passing of a superintendent or commissioner. Dr. Robert W. Hill, of the State Board of Charities, who reported on this general topic last year, sums up the situation in the following sentence: "Careful examination of the actual workings of the institutions of this character at the present time have been made, and the report of such examination shows that they are in better condition than ever before;

that never during any previous period in the history of our State has there been such careful management coupled with generous, humane and, at the same time, scientific provision for the poor who must be cared for in public institutions."

Probably this statement perfectly describes the situation to-day. There has been no marked change. If we add further that the friends of institutional life have increased in number, were never more interested or more anxious for advanced methods and results, little remains to be said on the assigned subject along the usual lines.

Dr. Hill, in his excellent report, treats of public responsibility, generous care in the institutions, results of State supervision, value of inspection, reports of structural improvements, sanitation, the care of the sick and the employment of inmates for moral and disciplinary purposes. It would seem then that nothing need here be said of material development and progress.

Two special subjects, "The Care of the Dependent Blind" and "Improved Methods of Caring for Dependent Adults." are to be considered at this session.

There are questions, however, as yet partly theoretical, that we may properly consider. The outcome of these propositions will exert an important influence not only upon adults in institutions, but upon all our institutional life, and perhaps modify our material gains. It is always the part of wisdom to inquire whether motion is progress and if, as we are going forward, we are going safely?

I. For many years our institutions, both public and private, have had the unpaid service of "honorable men and women, not a few," who have given time and means to bettering institutional conditions. Some have served on boards of management or visitation; some have given time to the investigation and comparison of methods, traveling at home and abroad in order to acquire such knowledge as to enable them to propose new and better forms of work. Some have served on special committees; and by all of these and other means the institutions and their inmates have had the benefit of an unselfish and unpaid service that no money

could buy. Many of these volunteer workers have given so much time and energy to this unpaid service that they have become trained and expert along their chosen lines.

A fine example of this unpaid and disinterested effort can be found in what might be called the life work of Hon. William P. Letchworth, of Portage. He took the poor children of the State out of almshouses. He made it impossible for a dependent child to abide with adults, pauper or criminal. He revolutionized conditions that can be spoken of by citizens of this State only with shame. It is not easy to eulogize too highly the work he has accomplished. At times he wrought alone and against great obstacles. He had to contend with the indifference of the general public and the opposition of those who saw that if he succeeded their occupations would be gone.

There should be monuments to William P. Letchworth, the friend of humanity.

Shall the institution be deprived of this kind of volunteer and disinterested effort? Are the capable and philanthropic men and women of this day to be shut out of this sort of work which, if not done for love of humanity will be tinkered at by others for cash from the public treasury? This question becomes insistently pertinent when we remember that these noble volunteers have largely made our institutions for adults and children what they are to-day. They have been the actual caretakers in the institutional care of adults.

II. Within a few months we have observed the stimulated development of what is described as a new profession. No special "call" or "vocation" is required to enter it. As one becomes an engineer, pharmacist or a clerk in a city bureau, one now becomes a so-called sociologist—not philanthropist, for the derivation of that word is apparent—and requites itself in the unsought and unbought love of one's kind.

Are we all sure that the new, if taken by itself, is better than the old? That this effort which of necessity becomes a tax on the charities of the public, and must be a great part of the cost of the charities themselves, is wiser, more helpful, more affection-

ate, more successful than the volunteer method that it largely supersedes?

Are those burdened with the necessity of making a living for themselves, first of all, likely to do a better, saner work than those occupying a station in life where they have both time and means to devote along with themselves, to help humanity? Can these questions be best answered by those who have embarked in what they, themselves, term "the new profession"?

III. The possibility of institutional care being given over entirely to the new professionals has become a question of moment. Why should the institution be deprived of the services rendered by the volunteer? Can the institution afford to cut itself off from what has been its greatest source of stimulus and power? The facts are these: The opportunities, the possibilities, the duties of institutional care have hardly begun. A vast field is opening. It is certain that every available source of effort and influence must be employed. Necessity and safety make this demand, and there can be little real progress except by the use of all agencies. There is room for all. The volunteer may not need the professional, and the professional may get on well without the volunteer; but the institution can utilize them both.

IV. Whether the public has reached the limit of its obligation to certain of its classes is a timely question. Whether, as in the case of the dependent adult blind, we have nothing more to do, we shall to-day consider.

What can be said for that vast company overtaken by misfortune, who yesterday had plenty, but by some incident or accident over which they had no control, to-day have less than nothing? Their only right remaining is that of walking in the streets. Even a park bench is soon denied them. They must move on.

Then there is that bread line. You can see it at Broadway and Tenth street. It begins to form about 10 o'clock at night. Blow high or low, in rain or slush, these men wait shivering. They make no outcry. The dumb beasts are not more silent. Two, three, four hours they stand in line, waiting for a third of a loaf of bread—the charity of a single man—to keep away starvation. This is no new story. That line has stood on that

corner, sometimes three hundred strong, around midnight, every night, for years.

New York, like ancient Nineveh, is a great city! Has the city, has the multitude which nightly dines sumptuously in the countless gilded palaces, any obligation to these hungry men? Is there a field for the institutional care of these adults? Their only claim for admission would be absolute destitution, appalling hunger. They are unworthy? Perhaps. But the unworthy can suffer hunger. In that state of suffering the step to crime is short and easy. Desperation drives men to take that step.

As a business proposition, if temporary care over and during a distressing interval prevents crime, is it prudent to give that care? Suppose a case: A young man broke a window recently and stole two loaves of bread. He was arrested. By breaking the glass and thrusting in his hand he added burglary to the crime of theft. He was sentenced to three years' imprisonment. It was a light sentence. To have given that man the two loaves of bread might have cost society six cents. The appointment of counsel, the trial, the board and lodging while awaiting trial, the cost of care during incarceration, all this may cost the taxpayer, without counting the cost of the jail and the judge, say \$1,500; and this first offender will become a criminal meanwhile and come back for another and more costly trial the next time. Would it be well to extend the duties of some institution already in existence where, by the expenditure of six cents the taxpayer could save \$1,500, beside saving a man from a career of crime? Taxpayers object little to the cost of jails and courts. Society must be protected from crime; but the taxpayer objects mightily to paying that six cents. Society is afraid it will pauperize the community.

On Saturday, November 12, 1904, Leo Heman, 16 years old, living with his widowed mother in Greenpoint, accepted a transfer ticket from a passenger at Astor place, New York City, to a Broadway car. Ernest Webster, a street-car inspector, arrested the boy when he offered the transfer slip to a Broadway car conductor. Policeman Ross, to whom the inspector surrendered the youth, apologized to the court and said, "I had to make the arrest." Magistrate Barlow tried to have the inspector let the young man go, and said, "I hate to hold this boy and have him

mix with criminals." "He committed a misdemeanor," shouted the representative of the railroad company, which company, by the way, occasionally gets franchises worth millions as a gift from some passenger accidentally in office; and the judge reluctantly held the boy on bail.

There are several things obvious from this minor item in a day's police grist in the city. Why should that young man, while awaiting trial or after sentence, be compelled to mingle with criminals? Why should there not be classification in jails and prisons and such first offenders remain by themselves? How much would it cost to classify the prisoners? That is the first and practical question. Probably very little more than the inclination to do it and the book in which to keep the record. But if the proposition to classify criminals is made in certain quarters, we shall immediately listen to a proposition for an appropriation for not less than fifty millions of dollars for new and novel jails. As a matter of fact, we have hardly reached the rim of what there is to do in the institutional care of adults. The taxpayer will save millions of dollars when more sense is shown in disposing of court cases.

V. Should institutional care or oversight be extended outside the lines of actual institutional life?

It is fair to say that there are no such recruiting stations for criminals as the cheap lodging-houses for men. The causes that bring men to them as a ship to harbor from storm, we need not here discuss. They are as many and diverse as the lodgers themselves. Good men, both young and old, are often driven to these resorts. But many of these lodgers are the lowest of the low. Crime at its dregs is in the lodging-house. Moral cesspools are they. All that is debased and degenerate flows therein, as street waters after rain run into the sewers. Little that enters and few that enter fail of contamination. There crimes are hatched. Murderers are hired for a price. The hardened criminal again and again from jail makes the lodging-house his headquarters. There he corrupts the young man who is "just down on his luck." Why should there not be compulsory registration, inspection, classification? A great undertaking and an infringement on personal rights? Let society take summary measures here for self-protection, as in the case of contagious diseases.

This question of the infringement of personal rights should not be difficult. In the large cities we have an humble fellow citizen who, to support his family and live honestly, would sell fruit, fish or small wares. He hires or buys a cart. He pushes it through the streets; but first he gets a license. He pays money for it. It is numbered on the cart and on a badge. This man means well. He works hard. He does not beg. His ambitions are as praiseworthy as are those of a Broadway banker. But for all this, the push-cart man is supervised. In his case the infringement of personal rights seems not to infringe. His cart and his fruit are supervised by the small street boy in gangs. The truckman's horses, handy by, supervises with appropriation as occasion offers, and the apples, bananas, oranges, take the place of oats. When the industrious man, licensed by law to sell in the streets, lifts up his voice and wails, because of overmuch supervision, he gets a great laugh for his losses and his misery. The law makes him move on with a rush. There seems to be little difficulty in this case about personal rights; though no honest man ever fared so badly or deserved so much. The ability to supervise thus comes to us not strained or difficult.

If ever there was a case where intelligent oversight and classification would do only good, it is in adjusting this lodging-house iniquity. Institutional care for adults might run here into a sort of University Extension scheme to the salvation of the most needy.

All these institutions spoken of and these questions raised, along with the wisdom of the municipal lodging-house, and the woodyard that may get one dollar's worth of human labor for fifty cents, because the applicant is in distress and starving, are also interesting themes for consideration and action where opportunity offers.

It may be well to inquire also why we all propose so unanimously to give the hardest kind of manual labor to a starving man who has no physical energy, and this at a time when he is half dead with cold and hunger? It may be well to ask in addition why we seek to reform women by offering them to toil in a laundry, or at scrubbing floors, for neither of which kind of work is there experience, skill nor strength? Our horizon seems

to be bounded by woodyards, laundries and scrubbing pails. It must be true that "the way of the transgressor is hard," and we all do our best to make and keep it so. How far have we got from the spirit that enjoyed the sight of a woman mournfully walking through the streets emblazoned with the scarlet letter?

VI. In the rise and progress of professionalism, practically unopposed, and within a free field and no hurdles, there is seen by certain professionalists wider opportunities for seizing all charities, public and private, and for concentrating and centralizing all effort and the direction of it for the benefit of humanity within the grasp of a board of promoters or organizers seeking such place, electing, appointing, appropriating or securing it for and by themselves, and where there is none to raise question or stay.

Here, then, is the last interrogation: Has the time arrived when the miasma that is in the air, the greed for gain and place, the get-rich-quick idea, the subject baited and debated all over the land, can be applied to the intimate services of humanity?

Shall the principals of the centralized trust be made the director, organizer and distributor of public and private charity? Is the essence and spirit of the trust to dominate institutional charity? These are a few of the questions of the time. Is the present trend sane and vital, making for the good of mankind, or does it make for the personal aggrandizement and place of the self-appointed few? Is "charity" which bosses and seeks to control, stimulated by its own personal needs and desire for place, any better than the older forms which we know so well, and does it make for that form of real charity "which suffereth long and is kind?"

CHAIRMAN POTTER: It gives me very great pleasure to introduce Dr. F. Park Lewis, President of the State Commission to Investigate the Condition of the Adult Blind in the State of New York, who will speak on "The Care of the Dependent Blind."

DR. F. PARK LEWIS of Buffalo: I have tried to keep within the limits of time permitted me by the rules of the Conference, in order that what I may say concerning this subject may be supplemented by as full a discussion of the topic as possible.

THE CARE OF THE DEPENDENT BLIND.

There are, fundamentally, certain ethical and economic principles involved in the administration of all public charity.

If more is to be accomplished by the giver than the pleasant satisfaction which arises from the act of giving, the effect of the benefaction upon the recipient must be taken into account.

Public charities have reached such enormous proportions and their multiplication has been so rapid that the wisest form of administration has not always been attained, but the social student notes with gratification that within a recent period is being developed a careful scientific attitude toward all forms of charity and one which looks less to the immediate temporary relief of untoward conditions, than to the permanent betterment of the conditions themselves.

That form of charity is the most efficient which saves to the beneficiary his self-respect and renders him less likely to become again dependent; which gives to him the implements, mental and instrumental, which will enable him successfully to maintain his struggle for existence, by taking him out of the class of dependents and giving to him the joy not only of standing alone but perhaps of extending some little support to those less strong than he. When this has been attained two things have been done that are fundamental in establishing the fabric of our social economy; by one unit at least has the burden of public charity been lightened, and by the far more potent and subtle influence of example, has a deeper work been wrought the effects of which cannot be estimated.

To those constituting this Conference, many of whom are scientific students of our social economic problems, these statements are axiomatic and their application to all ordinary forms of charity will be readily admitted. But many charitably disposed people are not scientific, and to these, the benevolence that first analyzes seems cold-blooded and unsympathetic. There is no class that appeals more immediately to the sympathies or that touches more deeply the well-springs of charity than the blind. There is consequently no direction in which giving has been less wisely bestowed and in which our charities are less productive of permanent results. There was a time when people generally felt that

if a man was blind he could not work and must be cared for. That time is past. We now recognize that among the blind there are differences as great as among those who see. There are some who would work in any event, who would, in spite of difficulties apparently insurmountable, earn a livelihood; there are others who never could earn a living; there are those whom it is almost impossible to discourage, and those who through physical, mental or moral weakness, give up easily to adverse outside influences.

We find blind men in the professions and in business successful and happy in spite of their misfortune. But of course, they are exceptions; for blindness is a terrible handicap and only a blind man endowed with great strength, with unusual mental power and with splendid perseverance could succeed with such odds against him. The fact that a few do so succeed proves that it is not impossible for the blind to be self-supporting, proves that blindness is not an insuperable barrier to success. But, as has before been urged, in order that a blind man may become self-supporting in any technical or professional occupation he must, in these days of fierce competition, be not only as well trained but better trained than the man who sees. And even with such training some aid in the beginning, in getting a footing, is usually necessary.

Not all blind people are able to profit by highly specialized training. The larger number, as among those who see, are men to whom the most natural employment would be in the direction of the industrial trades, broom or mattress making, chair caning, basket making, etc.

In these, after once the mechanical details are mastered there is no question of preëminence. A well-made chair is a well-made chair, and if a blind man can make a better one, so, with a little care, can his neighbor who sees. It is, perhaps, as well done by a blind man as by one who sees. But what then? Does the blind man by this means become self-supporting? All other things being equal, most employers give preference to a man who can see, and a blind man perfectly capable of doing certain work must spend so much time in looking for a market for his work that the profit is utterly lost.

There are also those who having lost their sight through accident or disease late in life, have never been able to acquire pro-

iciency in any trade not requiring sight. They could do some things, but, like the others, they find a vast gulf fixed between themselves and any possible employer. Now for the helpless blind we are willing to provide asylums, but why not do the more difficult but not more expensive thing, and prevent large numbers of these semi-helpless ones from becoming absolutely dependent?

If by supplementing the willing, often heroic, but insufficient efforts to make a living that many of the blind are glad to put forth, the desired end could be attained, and we might have several hundred citizens instead of several hundred paupers; the subject is surely worth the careful consideration of those qualified to deal with it.

Here again, therefore, in the trades as in the professions, we slip a cog between the educating a blind person and the rendering that person self-supporting.

In two ways the State of New York has thus far fallen short in its provision for its blind wards.

1. For those who have lost their sight since reaching manhood or womanhood, the State provides no training.

2. For those who have been trained, and are ready and anxious to begin work—to put their education to account—there is a little help needed at the outset for lack of which the long and expensive training goes for naught. For this the State has not yet provided.

In the places in which any truly uplifting, satisfactory work for the blind has been achieved, notably in England and France, this important point has been realized and the hiatus bridged.

Without stopping here and now to go into detailed statements I must ask you to accept certain conclusions concerning the adult blind in this State.

1. The vast majority of them are poor.

Accidents in the factories and workshops; less sanitary methods in the homes, and inability to give needed care when the eyes are locally affected, cause blindness much more commonly among those who work with their hands for their daily bread, than among those who are better paid.

The loss of sight, however, leaves them utterly helpless if, as is usually the case, they are no longer able to follow the work to which they have been accustomed. Unless, then, the abundant

energy still remaining can be diverted into some new channel to make it productive, it must be wholly wasted, or, as too frequently is the case, perverted into some useless or pernicious form of activity.

The purpose of the investigation therefore inaugurated by the State Commission last year was to determine how wide-spread were the needs of the adult blind people of the State of New York, how numerous these blind were, what practical measures had been adopted elsewhere for their betterment, and whether these could be improved upon in any new work which might be undertaken by the State's authority.

The study of the question as made by the Commission brought to the surface a surprisingly interesting mass of information much of which could not be included in its report. The whole world seems to have become suddenly awakened to the necessity of making enlightened provision for this hitherto neglected class. Not almshouses, not merely educational institutions, but shop-schools—a new thing under the sun—founded on an appreciation of the especial needs of the blind, are the results of the best thought of modern philanthropy in the world along these lines. Germany, England, France have all been giving most earnest study to the problem and have launched forth in experiments which have met with varying degrees of success. Methods and measures have been discussed at conferences, plans have been proposed and executed and the value of certain ideas have been known and the fallacy of others demonstrated.

Curiously enough, progressive America, with its sensible philanthropy, has been laggard in recognizing the need—the right—of a blind man to be taught self-help. We have given him alms when we should have given him ambition. He has asked us for a foundation stone and we have given him bread; but at last we are awakening to his needs.

In Boston a work-school has been established in which men are taught to make mattresses and people are found to buy them, while adults are instructed in their homes by visiting teachers appointed for that purpose. Michigan last year appropriated \$110,000 for the purpose of aiding the adult blind, while Wiscon

sin has already established an experimental training school and workshop for them.

There has come into my hands, since writing the above, a prospectus of the work that is now being done in Wisconsin, and as a few paragraphs from that, perhaps, will explain more clearly just the idea that is being carried out, with your permission I will read them. It is called "Wisconsin Work Shop for the Blind." It was established in Milwaukee a few months ago and is now in full operation. The workshop was created by an act of the legislature and its purpose is to give blind persons, residing in that state, an opportunity to work and if possible earn their own living. There is no class of unfortunates more averse to receiving alms and charity than the blind. All they ask of their more fortunate fellowmen is to give them a chance to work, and, if in need of any goods manufactured by them, to patronize them and allow them the price paid elsewhere. At present there are a number of blind persons in our shop manufacturing all kinds of willow baskets, cane chairs and making and repairing mattresses. While learning the work, their income is naturally small, often not more than fifty cents per week. As they become more experienced, their earnings increase, and already we have blind persons on our pay-roll earning over three dollars per week. A still better showing could be made if, instead of sending to the jobbing trade, we could dispose of all goods manufactured at our shop directly to the consumer, thereby giving to the blind workman the increased difference between the cost of material and the retail price of the product. It is for this reason that we appeal to you and through you to your friends to help the blind who are anxious to earn their own living, by having them supply your wants in waste and market baskets, clothes-hampers, office baskets, mattresses and such other goods as they manufacture—also to let them do your repairing of mattresses and recaning of chairs. We ask no more for goods than you have to pay elsewhere.

The act of the legislature by which this work was founded, is in a preamble and in a portion of one section and gives rather a more full idea of this work. The preamble reads: "Whereas, there are many adult blind residents of this state who have learned trades, either at the State School for the Blind, or else-

where, but who by reason of their infirmity are greatly embarrassed in securing employment, and who find themselves quite unable to compete successfully with those having sight, who are engaged in the same trades; and whereas, the State School for the Blind is not, and while it remains a school, cannot be adapted to furnish those adult artisans with proper facilities to pursue their respective vocations without serious injury to the school; and, whereas, it is believed that if a place and some suitable appliances were furnished them, they could so compete and become self-supporting:

"To the end, therefore, that such reasonable aid may be extended to such persons as will enable them successfully to pursue their several vocations.

"The People of the State of Wisconsin, represented in Senate and Assembly, do enact as follows:"

The first section of the law which was adopted reads: "Duty of Board of Control; material and tools.

"Section 1. The state board of control is hereby authorized and directed, subject to the approval of the governor, to procure a building by lease or otherwise, or suitable apartments in some building situated in the city of Milwaukee, in which any blind citizen of this state having learned a trade may, if practicable, pursue his vocation on his own account and receive for his own use the whole of the proceeds of his labor. Such building or apartments shall be heated and lighted under the direction of the board of control at the expense of the state. As a general rule it is expected that artisans availing themselves of the privileges of this act will furnish their own materials and the tools required in their employment; but in cases of necessity, the board may assist such workmen by furnishing for their use a limited amount of such tools."

Section 2 reads: "Instructions, Section 2. The said board may also, in its discretion, provide means of instruction in such building or apartments to any adult blind person of the state who desires to learn a trade, to enable such person to avail himself of the privileges and benefits conferred by this act."

Section 4 reads: "Appropriations, Section 4. There is hereby appropriated out of any moneys in the state treasury not other-

wise appropriated, the sum of five thousand dollars (\$5,000) to be expended by the board of control in executing the requirements of this act, during the current calendar year, and a further sum of five thousand dollars (\$5,000) for such expenses during the year 1904. The expenditures under this act shall not exceed the sums herein appropriated unless the amount shall be increased pursuant to the provisions of section 563 of the statutes of 1898."

I have also a pamphlet issued by the Massachusetts Association for Promoting the Interests of the Adult Blind, from which I will read:

"The experiment station seeks to find remunerative work, first, for those unable to leave their homes; second, for those who can work in places or shops for the blind; third, for those who are capable of adapting themselves to conditions in factories for the seeing."

It was the judgment of the New York State Commission, after carefully studying existing institutions, that the best results were not obtained where blind men or women are gathered together under one great roof, as in that way they are made a class apart and the worst results of institutionalism are thereby developed.

Their best interests are subserved when they are kept in touch with, and as much a part of the seeing world as possible, and, in a word, the best help is that which will most quickly render the individual independent of all help, giving him self-reliance while teaching him the art of self-sustenance. To accomplish this result intelligent and judicious means must be employed. Not one great institutional charity should be established, but, as the conditions warrant, several provisional shop-schools.

These should be begun in the most modest way under proper authority and supervision.

A rented building supplied with only the most necessary machinery would suitably provide for the relatively small number of workmen that would be found in a city of moderate size. A working superintendent who would also be a practical industrial instructor, should be put in charge. The interest of local citizens should be enlisted, through whom a market for the output at standard prices should be found. It was the profound conviction of the Commission that the highest interests of the State, as of its

wards, would be secured when its best citizens are associated with the State in the management and development of its charities. This service, it is needless to say, should be rendered, as it has been rendered in the past, without emolument.

The success of one experimental procedure would justify its repetition in another center, then in a third or fourth, as the local or general conditions would seem to warrant, until the needs were gradually but fully met.

It was the belief of the Commission that the shop-schools could be placed from the start upon an almost, if not a completely self-supporting foundation. It will be evident from what has been said that for the successful development of this project a uniform system and central supervision would be advisable. The personal equations on the part of the pupil workmen would have to be considered, the kind and character of initial assistance to be rendered, and the length of time over which it might extend. In other words, the adopting of ordinary means to the needs of the blind would have to be considered, making only such concessions to their blindness as are necessary, but all that are necessary.

To carry out such a project satisfactorily, none of the State machinery seemed adequate. The special department under whose direction it would seem that it might with greatest propriety be placed was that having to do with the education of the young blind, but this work, while requiring a knowledge of all that is being carried out throughout the world on these definite and distinctive lines, has also to do with a mercantile, a business proposition and there seems no more satisfactory method of making this great project effectual than by establishing a permanent commission similar in character to that which was temporarily called into being to investigate the needs and conditions of the adult blind in our State.

This recommendation was made to the Legislature in accordance with the mandate issued to it when the Commission was created. Three thousand dollars had been appropriated by which the work of the Commission was to be carried on. Through the instrumentality of several agents (of whom one, a young man, was himself blind) 1,000 of the blind of the State were visited in their homes, in order that accurate information concerning them

might be secured. Nevertheless, \$1,500, one-half of the original appropriation, was turned back into the State treasury, and a further recommendation was made that, to this, \$8,500 be added, making \$10,000, which sum, or as much as might be needed thereof, be used to establish in a rented building in Buffalo a shop-school in which this work should be inaugurated.

The bill which the Commission had been ordered to prepare, embodying these conclusions and recommendations, received the approval of both the Assembly and Senate—but failed, because it was left unsigned by the Governor, who in a memorandum expressed his opinion that the State was doing all that it should for its blind wards. The needs of these blind men and women are obvious, their possibilities have been demonstrated. The special lack and short-sightedness of our present system have been pointed out.

The duty and responsibility of the State toward them must now be determined by its citizens.

CHAIRMAN POTTER: We will now have the pleasure of listening to Mr. William B. Buck, Superintendent of Inspection of the State Board of Charities, on this subject.

MR. WILLIAM B. BUCK of Albany: In discussing Dr. Lewis' admirable paper I fear that I am in the position of a sophomore in one of our fresh-water colleges whose class had appointed a committee to detain from the senior dinner, which was to be held that evening, one of the speakers, who was also the captain of the football team. The committee consisted of two persons, the said sophomore and a blind man, who was the champion middle-weight wrestler of the intercollegiate association. Proceeding to the room of the football captain, just as he was preparing to depart for the dinner where he was to make his speech, the committee took up at once the duties which had been imposed upon it by the class, and an objection being raised by the football man there followed a pretty lively struggle between him and the blind athlete. The sophomore wishing to be of all assistance possible to his blind companion quickly lighted the lamp, which had been extinguished in the encounter, and stood upon the table so that the blind man could see more clearly to grapple with the

football captain. Although his efforts were naturally not very helpful to the blind man, they were certainly useful to the football captain, whose struggles, however, were in vain, and who was borne off a captive by the blind man and his well-meaning but not very helpful companion.

In discussing this paper, perhaps I can do no better than to raise a considerable number of questions which have been suggested by the paper that has just been read, and in raising these questions may I ask that the members of the Conference who are here, a great many of whom I know are deeply interested in this question of caring for the blind, make mental notes of some of these questions and also any others that may have been suggested by the excellent paper Dr. Lewis has read, so that we may have a full, open and illuminating discussion of this paper. The object of the brief paper that I will read is not to come to any conclusions, but to raise certain questions in order to facilitate discussion.

For the purposes of this discussion, the adult blind in the State of New York may be divided into three economic classes:

1. Those who are self-supporting and, therefore, not properly subject to discussion in this paper.
2. Those who are partially self-supporting, but are also in receipt of aid from friends, relatives or charitable agencies, public or private.
3. Those who are now wholly dependent upon relatives, friends or charitable agencies for their support.

Dr. Lewis' paper is a strong appeal for greater provision on the part of the State for the adult blind included in classes two and three, viz., those who are partially or wholly dependent, or to make another classification, those whose sight has been lost since reaching the age of 21 years, and those who have been trained to greater or less degree in the schools for the blind which now exist, but are unable, by reason of their blindness, to compete for the present with those not thus handicapped.

The plan proposed by Dr. Lewis for meeting the needs of the adult blind of the State is made up of two distinct but closely related propositions.

First. That a shop-school where the adult blind may be employed at suitable trades be established provisionally in the city of Buffalo, and that, if this experiment proves successful, similar establishments be opened in the cities of the first and second classes in different parts of the State.

Second. That a State commission be established for the purpose of supervising and coördinating the work of these schools.

The first proposal contained in Dr. Lewis' paper, viz., for the establishment of a single, experimental shop-school in the city of Buffalo is a modest one. The salient features of the plan are as follows: It is proposed merely to rent a building in which shop work, such as broom and mattress making, printing, chair-caning, etc., may be carried on; to provide for the blind an instructor who will also act as superintendent of the shop, and to secure the interest of citizens of Buffalo so that a market for the output of the shop may be found; in short, to do work similar to that now carried on in the workshop for adult blind persons in South Boston, Mass.

In order to determine whether such provision for the adult blind as Dr. Lewis proposes is necessary and desirable—a question upon which there is considerable divergence of opinion—it is necessary to consider briefly how the 6,000 blind persons in the State are cared for at the present time. The report of the Commission appointed in 1903 to investigate the condition of the adult blind in this State shows that 584 or 9.7 per cent are under 21 years of age; 2,207 or 36.7 per cent are between the ages of 21 and 60, while 3,193 or 53.2 per cent are over 60 years of age. The ages of 24 or .4 of 1 per cent are unknown. Where the blind in the State are under the age of 21 they may attend the excellent schools established for their benefit in New York City and in Batavia. For the blind over 21, the only provision made, aside from almshouse care, seems to be found in New York City, where 1,000 are pensioned and 170 cared for in private homes; 257 blind persons are found in almshouses and 4,000 are either self-supporting or are cared for by relatives and friends.

We are most concerned, however, in regard to the 2,200 blind persons between the ages of 21 and 60 years residing in the State as shown by the census of 1900 and the report of the State Com-

mission above mentioned. The following table, deduced from the report of that Commission, shows approximately the present provision made for the adult blind between the ages of 21 and 60, that is, those for whom industrial work would be suitable:

| | |
|--|-------------|
| Receiving pensions from New York City..... | 675 |
| In private homes for the blind..... | 70 |
| In almshouses | 80 |
| Self-supporting, or maintained by relatives..... | 1,382 |
| | <hr/> |
| Total..... | 2,207 |
| | <hr/> <hr/> |

This, briefly, is the provision made at present for the care of the blind of an age suitable to industrial pursuits. In view of present conditions a number of questions naturally suggest themselves. Is a pension of less than \$50 per annum, such as is given 1,000 blind persons of all ages in the city of New York, suitable and adequate provision for the needs of these persons? In doing this has the city or the State performed its full duty? Are the blind in almshouses, particularly the women, properly cared for and protected there? What proportion of the blind not in receipt of either public or private charity are self-supporting in whole or in part, and how many are supported by their relatives? Are these relatives unduly burdened in caring for the blind persons in their charge? Is the greatest possible economic return to the community and the State on the part of these adult blind persons now being secured, and is their own well-being sufficiently conserved? Or is it possible that some who are now partially self-sustaining might be made completely so, and some who are now wholly dependent on others made partially self-supporting? Is it true that a considerable number of blind persons who have been trained in the schools for the blind in this State are unable to support themselves for some time after leaving school? Have we at hand sufficient data in regard to the economic status of these 2,200 blind persons of an age suitable to industrial pursuits to warrant us in concluding that some provision on the part of the State for giving them training and employment is necessary?

If we conclude that further provision on the part of the State is both necessary and desirable, the question then arises, is the shop-school, as outlined by Dr. Lewis, the best method for making such provision, or would industrial homes and schools such as are found in Oakland, Cal., and Hartford, Conn.; or an industrial home and workshop combined after the plan of the Pennsylvania Working Home for the Blind in Philadelphia; or would the furnishing of work to the blind at their homes as in the State of Massachusetts; or a combination of all these plans be most suited to the needs of this class of blind persons? Will the blind take advantage of the opportunities which these shop-schools will afford? To what degree will the proposed shops be self-supporting? Would the establishment of these shop-schools be sufficient provision for this class of blind persons? If such schools were established, will the State have done its whole duty to the blind? Are we to regard all blind persons over 60 years of age as beyond the pale of charitable endeavor? What is to be done for the 260 blind persons under 21 years of age not found in the special schools for the blind in this State?

The second proposal contained in Dr. Lewis' paper, viz., for a State Commission to continue the work of the first commission appointed in 1903 and to supervise the work of these shop-schools is a much larger proposition involving as it does the creation of a new State department, the opening of an office, the creation of an executive staff and the incurring of whatever expense is necessary to carry on the work of this department. The fundamental question here is, whether it is necessary and desirable to establish a new and separate department of the State government for this purpose, or whether it would be possible for the present supervisory departments having to do with the charities of the State, viz., the State Board of Charities and the Fiscal Supervisor, to carry on this work in addition to their present duties? Would the probable number of such schools and the size of the undertaking justify this addition to the machinery of State government? Does the coupling of this proposition with that for the establishment of a single experimental school in the city of Buffalo present an obstacle to the trying of a very interesting and possibly valuable experiment in the training of the adult blind in this State?

These questions are raised, not as objections to the program outlined in Dr. Lewis' paper, but rather as suggestions for the further discussion of a most interesting and timely subject.

CHAIRMAN POTTER: We are now ready for a discussion of this subject. Those persons who desire to speak, will please announce their names and confine themselves to five-minute addresses.

A MEMBER: I would like to ask a question about the Pennsylvania Institution for Blind. Can Dr. Lewis tell us briefly what the character of that is?

DR. LEWIS: All I can say in regard to that institution in Philadelphia is that it was visited by one member of the Commission and examined very thoroughly. As I merely suggested in the paper which I read to-day it was the united opinion of the members of the Commission that that kind of work is not as a rule desirable. There are many reasons why this is true. In the first place, one of the features of the work is that the blind men are paid very much more than the trade prices, and the consequence is the money they receive is in the nature of a bonus. The blind men live in the institution, and a certain element of dissatisfaction is very common. I hardly like to speak critically of the institution, but the opinion of the member of the Commission who visited it was that it is not the kind of work that it would be deemed advisable to perpetuate elsewhere; that for economical and for other reasons the plans suggested by the Commission of having a shop or school in which those engaged in it lived elsewhere than under one roof was far more desirable.

CHAIRMAN POTTER: Is any one disposed to discuss this question? There is no doubt about the interest, I assume of all present, though it may be we do not care to express any views.

MR. EDWARD T. DEVINE: I do not rise to discuss Dr. Lewis' paper, but to ask if a discussion of the report of the chairman would be legitimate at this time or at a later stage?

CHAIRMAN POTTER: I should suppose there would be some time and some place where it would be entirely proper. I should be delighted if such an arrangement could be made, but I, myself, would not like to undertake to extend the customs, so far as I have observed them, in these sessions, at least not until the work of the morning is out of the way.

MR. DEVINE: My question was whether this is a legitimate part of the present work.

CHAIRMAN POTTER: I am unable to answer. Before passing on to the next question, permit me to state that this question should come up for consideration by the assembly at the present time. The State of New York makes absolutely no provision for the dependent adult blind, except in almshouses, and cases are continually coming up, and it seems to me that some special provision should be made for such cases, and I think this topic should be discussed at this session. Through the kindness of Mr. Hebbard, Dr. Lewis consented to present a paper which is most instructive, and one that suggests many special phases of this subject. I think the Massachusetts scheme is good. Now, I think it would be good if we could provide something in the same way.

I have very great pleasure in introducing Hon. James H. Tully, Commissioner of Public Charities of New York, who will speak upon "Improved Methods of Caring for Dependent Adults."

MR. JAMES H. TULLY, of New York: The man who commits to writing what he intends to say at a given time, and when that times arrives discovers it has already been said by others, who are able to say it somewhat better, is in a bad position and that is my position this morning. I find it necessary to disregard much which I have written, which leaves so many gaps that you will have to have a little patience with me.

It was my intention, in response to an invitation from your committee, to read a paper, giving my views about improving the methods of caring for destitute adults. I have concluded not to read the paper, because preceding speakers have traversed the greater part of the same ground.

My experience with official charity has shown me that people may be classed as the thrifty, thriftless and spendthrift. The first are frugal and saving, the second are not frugal or not saving, and the last spend their money lavishly and recklessly, and in many cases eventually become a public burden. In addition to these there are others whom misfortune besets and pursues until they also become a public burden.

Of the best methods of caring for such people the ideas of many are materially different. I recall an incident in the city where a little girl had been sent to the store by her mother and on the way had lost the silver coin with which she had been intrusted. When the child realized that she had lost the money she proceeded to cry in such a heartbreaking manner as to attract the attention of the people who happened to be passing.

One man patted her little head and inquired in a sympathizing way the cause of her trouble and, upon being told, said: "Well, never mind; here," placing his hand in his vest pocket, "here is a match, go and look for it." It was certainly a very dark night, yet the child seemed disappointed.

Individual effort in behalf of the destitute may be helpful and serviceable to a degree, but effective and satisfactory results can be accomplished only through systematic work and organizations such as you represent.

For the year 1903, the average number of destitute adults cared for in the buildings under the charge of the Department of Public Charities of the city was 6,187. This did not include the inmates of the prisons or insane asylums nor of the multitude of private institutions erected by the different religious societies or through the liberality and generosity of men and women whose lives have left a sweet fragrance that will ever cling to their memory.

To clothe, feed and care properly for such a multitude requires constant supervision. Food and supplies of all kinds receive careful scrutiny. Dietitians prescribe a healthful diet. The destitute sick have the benefit of skilfully trained nurses. Public hospitals have special schools for training the nurses. Health requirements are rigidly observed. Labor is imposed where feasible.

The Public Lodging-house of New York City has bed capacity for 299 adults of both sexes, the proportion of women being about 10 per cent. Cleanliness is preserved by medical inspection, daily baths and fumigation of clothing. Steps are now being taken to erect a building of sufficient size to meet the wants of this class of destitution.

On the County Farm in the borough of Richmond three cottages of modern design and equipment, arranged for by my predecessor, Hon. Homer Folks, are about ready for occupancy.

Two of these are intended for aged women and the other for old married couples. This is a new departure, but I believe it is in the right direction.

The growth of the city is so rapid and its necessities so many that it seems to be impossible to provide for all and keep within its constitutional limitation as to taxation. The departmental appropriation for the current year is \$1,977,490.16. The allowance for the year to come is \$75,000 greater, notwithstanding which, I believe it will be very difficult to keep within the limit so fixed. The winter of 1903-4 will long be remembered for its length and severity and the congested conditions which then existed may not recur, but it is best to anticipate and provide accordingly.

The character of the help employed in the public institutions should be changed. Although much superior to the prison help formerly assigned to that work, yet it is unsatisfactory and undesirable. That cannot be done unless the rates of pay are made large enough to attract steady and reliable people. The prisoners of course received no pay and their successors so little that it fails to secure satisfactory people. The attention of the city authorities has been called to this and it is hoped that in the near future it will be remedied to some extent at least.

Any intelligent effort to deal with the problem of the care of the destitute must recognize the different classes of destitution and their causes. Some there are who invite destitution by their lives and resist any effort to make them independent; others are unfortunate through their environment, victims of drink, and others again have become destitute through sickness or age and through no fault of their own. These different classes should be segregated. The vicious and ill-tempered should certainly be kept apart from the refined, well-behaved, dependent one. It is with this end in view that the cottage system, alluded to before, as inaugurated on the New York Farm Colony at Staten Island, was started and will afford, I have no doubt, an excellent means of developing the idea of segregation.

There is another class of destitute that should receive special care, viz., the destitute blind. They certainly deserve more sympathy than the others because of their affliction and helplessness.

They appreciate, too, everything done in their behalf as can easily be seen in their keen enjoyment of the Saturday afternoon concerts inaugurated at Blackwell's Island in the New York Department of Charities under Commissioner Folks. Without a doubt the blind should be kept and cared for separately, as they require special care differing from that which would in a general way suffice for the ordinary dependent one. The improvement in the method of living which the progress of the age has evolved throughout the civilized world and especially in these United States should be shared by the dependent ones. All that is needed is the object lesson. If the people at large could be induced to visit our institutions and see for themselves the misery and affliction shared by so many it would serve a double purpose. It would lighten their own troubles by comparison with the others so much heavier than theirs and it would also develop a stronger sentiment in the community in favor of its dependent ones, thereby insuring more material and moral aid.

Let us remember that at birth we are all equal and that it is only a kind Providence, not any special merit of our own, that has placed us in more favorable circumstances than the afflicted ones. If we cultivate this spirit there is bound to result improvement in the methods of dealing with the dependent ones, as well as a betterment of ourselves.

CHAIRMAN POTTER: The discussion will be opened by the Rev. William J. White, D. D., Supervisor of Catholic Charities of the Diocese of Brooklyn, who finds, in addition to the charge of a parish, not only the time but the energy to look after the needs of the charitable societies in his diocese.

REV. WILLIAM J. WHITE, D. D., of Brooklyn: Commissioner Tully has said that "any intelligent effort to deal with the problem of the care of the destitute must recognize the different classes of destitution and their causes."

Primarily the questions that present themselves for solution to this Conference, and to the overseers of the poor, are such as have been outlined and developed in the paper to which we have just listened. The question of food and clothing and proper housing, above all an enlightened classification—these are the

problems that we seek to solve in our annual Conferences and not without success.

The Committee on Almshouses of the State Board of Charities in its report for 1902, after commenting on the progress that has been made in caring for this class of dependents, says: "Instead of being the common home of all kinds and conditions of dependents upon public care they (almshouses) are now practically homes for the aged and infirm, and the policy of those in charge of them looks toward this as the end to which they shall continue to be devoted."

But if the purpose of this convention is to create and direct public opinion in matters affecting the dependent and delinquent, and thereby legitimately to influence legislation, we must not be satisfied when we have solved the problem of food and clothing and evolved an intelligent classification. We must try to get at the causes of destitution, at least the immediate causes, and by removing them stem, at least, the tide of helpless human beings that find their way into our almshouses to end their days there.

There are many roads that lead to the almshouse; there are many causes at work that produce destitution. If we are to consider these causes, we find ourselves leaving the field of charity and entering the domain of justice. We find ourselves grappling with the liquor question, for example; or with the ethical problem of the relation of the employer to his employees. Yet it is hard to see how we can well avoid following where our investigation leads. To do so would be to skim over the surface of the problem of dependency without touching its center.

In the report of the State Board of Charities for 1902 we read that at the time the report was made there were in the several city, town and county almshouses of the State 8,530 sick and infirm inmates, as distinct from the able-bodied ones. It does not appear from these figures what proportion of these men and women were maimed and disabled, and how they received their injuries; but if we turn to the world of industry, where the hum of machinery is ever heard, and consider the thousands of accidents that happen yearly, and the fortuitous circumstances that determine the recompense for a maimed hand or a lost

foot, we shall see that in many instances the road from the factory to the almshouse is a short one and well traveled.

For the year ending June 30, 1901, on the railroads of the United States, 2,675 employees were killed and 41,142 injured. There are other industries of their nature more dangerous than railroading, and these have their yearly quota of victims. The perfect processes made possible by machinery have given us industrial supremacy, but these same processes entail a sad mutilation of life.

That the accidents that happen in our factories are not due in large part at least to the carelessness of the victim is apparent from statistics of 15,970 serious accidents compiled by the Imperial Bureau in Germany in 1887: Three thousand one hundred and fifty-six were due to fault of employer, 4,094 were due to fault of victim, 711 were due to fault of both, 524 were due to fault of fellow workman, 6,931 were due to risks incident to the employment, and 554 were due to unknown causes.

Now, how is this crippled life indemnified in the United States? John Graham Brooks, in *The Social Unrest*, says that with the exception of a few corporations it is indemnified with a meanness, with a fickleness and uncertainty that is a reproach to our civilization. A crushed hand that deprives a man for life of half his earning power may be worth a hundred dollars or a thousand dollars, or the victim may not receive one cent. The average factory owner insures himself against accident, and the lawyer of the insurance company comes into court to see that his client pays as little as possible for the injury done.

In 1901 the American Social Science Association declared at its meeting in Washington that the methods that obtain in the United States of recompensing accidents from machinery are unjust. The laws that govern questions of this kind were framed to meet other conditions.

In other days, before the advent of great industrial corporations, the relation that existed between employer and employee was intimate and often cordial, but always human; the welfare of his workingmen was a matter of some concern to the man who employed them. But with the transformation of the industrial world and the entrance of corporations, the workingman

becomes little more than the machine he guides. In fact, the machinery is more valuable to a corporation, for when its usefulness is over it will bring at least the price of old iron. Between the workingman and the board of directors there stands the superintendent intent on getting a maximum of return for a minimum of expense. When age or accident incapacitates the wage-earner, he is, except in rare cases, turned adrift, and it is not surprising that many of this class ultimately become dependents and end their days in the almshouses.

If there were a proper system of accident insurance, such as obtains, for example, in Germany, one avenue at least to the almshouse would be closed, and our system of classification would be simplified. If the public conscience can not be aroused to feel the injustice that is done to a part of the army of the industrial world whose labors have placed our country in the first rank of nations; if the maimed and injured, I speak of, are not compensated in proportion to the injury they have suffered, and through a system that places the compensation beyond the caprice of chance, then let us give pensions to the maimed and helpless soldiers in our industrial army, so that they may spend their declining years outside the almshouse. There are no doubt many practical difficulties in the way, but we admit the principle of pensions when we support our disabled soldiers and sailors, or our policemen or firemen. Why then should we not in some way take care of those who, through no fault of their own, have been wounded and disabled in a battle fiercer and more continuous than any battle of any war that history chronicles. We have profited by their labors; we have been made rich through their toil; we have a responsibility to take care of them that we may not avoid. The solution I have suggested is not Utopian; it is not based on sentiment, nor on charity, but on justice.

CHAIRMAN POTTER: We are now ready for anyone who wishes to take part in the discussion.

DR. HADLOCK, of Oswego: I do not rise for the purpose of discussing the paper, but simply to bring to the attention of this Conference one subject. Before going any further, I can truly say of myself, as Mark Twain once said of himself, I was not prop-

erly constructed for public speaking, but I will try and make myself understood.

All classes of unfortunates have been talked about or referred to as to what is best to be done except one class, and that is children born out of wedlock, usually known as bastards. If I had the power and authority I would blot that word from the English language. All I have to say can be said in a very few words. Everybody who knows anything about the work of charity boards knows that many of these cases come before us. Within the past few months we have had to deal with three such cases. The parents of such children are usually very unreliable people with whom nothing can be done. We had to compromise in each case and take \$100 for the support of the child. My proposition is simply this: that this State should be divided into districts of one, two, three or more counties, it doesn't matter how many, according to wealth and population, and in each district there should be established a home where these children can be taken and properly reared, properly educated and taught some useful employment and in that way be given an equal chance with other children. How that is to be done is a question to be settled in the future. I simply wish to bring the matter before this Conference and for that reason principally I came here to-day, although you have been inviting me for some years to attend your meetings.

This subject may not interest others as it does me—I have seen so much injustice toward children of this class that I have determined to make an effort to have something done for them, that they may receive justice at the hands of the public.

Let us follow one of this class for a time. Soon the small sum of money placed with the local board for the support of the child is exhausted. Then the child is placed in an orphan asylum; there to remain, a public charge, until of certain age, when he is sent forth to make his way through life without a word of direction, of advice, or of kindness; buffeted here and there, he is constantly reminded of the circumstances of his birth for which he was in no way responsible. Or suppose the child is adopted. In that case, as a rule, God help the child. He at once becomes the drudge of the family, constantly subjected to the sneers and

gibes of all, if there are other children in the family. If any one of the children is to remain away from school a day, the "bastard" is selected; if there is a specially hard task to be done, the "bastard" must do it. So we might go on to the end of the chapter. Thus he is kicked and cuffed about until he may in time become ready for anything. The boy becomes desperate, and may seek revenge; the girl defiant—here you have semi-criminals to start with, and this might have been obviated by proper treatment. These poor waifs are devoid of self-respect because no one respects them. Anything done to ameliorate their condition will be a work of real charity. Many of them under adverse circumstances have become men of prominence; then, as they are usually shunned by both parents, why not have an institution where this class can be properly cared for, and taught some useful employment and given an even chance with all others? I simply wish to bring this matter to the attention of the charitably inclined in the hope that something may be done for the relief of this class of dependents.

If I were left to decide the best thing to do I would suggest a farm, large or small as necessity required, with suitable buildings, all under the control of the State. The boys of this class I would teach how to manage successfully a farm and market its products, to cultivate and make a garden profitable, to cultivate and market a truck patch. I would teach them how to care for horses, cows, sheep, hogs, and make them profitable; how to manage the hennery and raise fowls; how to conduct successfully a dairy and make it profitable; how to cultivate fruits of all kinds—apples, peaches, pears, plums, and the smaller fruits—berries of all kinds, and how to market them. I would also teach them how to cultivate flowers, care for the lawn and beautify the home; teach them how to mend and repair all manner of farm implements. I would have a carpenter shop on the farm where carpentry could be taught in all its branches; a smith shop where horses could be shod and where all kinds of farm implements could be repaired; a wagon shop where they could be taught to make a wagon and stock a plow; in a word, I would teach them how to care for all farming implements, how to repair them, and how to *use them* to the best advantage. The girls of this class I would teach, first of all, good housewifery, from the cellar to

the garret. I would teach them how to arrange and care for the home, how to do *good* cooking, how to manage the laundry, how to mend and care for all kinds of clothing, how to receive and entertain company, how to go from the kitchen to the parlor and be equally efficient in both.

In addition to giving these girls a good common school education I would teach them music, drawing, painting; also book-keeping, typewriting, shorthand. To all of the above I would add dressmaking, millinery and kindred employments.

Both boys and girls should receive a good common school education, and to a marked degree be taught entire *self-respect* remembering that just in that proportion that they could do something as well, or better, than any one else, they would be respected and their services sought after. Thus equipped for the great battle of life I would send them forth with the admonition to stand erect, look everybody square in the face, entitled to the respect of all because the equal of all, notwithstanding the circumstances of their birth, with which they had nothing to do. -

I would have the entire proceeds of the labor of both boys and girls go to the support of the home.

This is the merest outline of what I would have done, but I think you can get some idea of what I mean.

CHAIRMAN POTTER: If the doctor would study the history of the Foundling Hospital in the city of New York he would discover that it precisely covers every point which he has made.

DR. HADLOCK: I understood there was such an institution in New York, but there isn't any in Northern New York that I know of. And then I was not speaking of foundling hospitals. There are plenty of places where children can be comfortably born, but few where they can be properly brought up and prepared for the duties of life; and that is the point I make, and not where or how they are to be born. I hope this association in time will take this matter up and seek to correct what I, at least, conceive to be a great wrong. It is always worth while to resist the evil and uphold the good, to defy the wrong and encourage the right, to establish the true and obscure the false. I thank the association for this opportunity and for its attention. One word more—if something, such as I have suggested, could be

done for this class, it would not, in my opinion, be long before the home would attract the attention of the rich and would receive bequests and assistance from them, because it is a worthy charity.

CHAIRMAN POTTER: Is there anyone else that would like to speak on the subject of the morning?

DR. D. J. McMAHON, of New York: I feel very keenly a portion of the discussion that was brought to our notice by Dr. White this morning. It was my privilege a few years ago at the National Conference in Atlanta to lead the discussion on the subject of accidents with reference to dependency, and there was the same sentiment of the need of some general action. If I remember rightly there was a committee appointed then in order to see if we could not focus attention upon a subject that causes so much destitution, as a large percentage of destitution comes from accidents. You have heard here, to-day, the number with regard to railways. That is true of those in which the wage earner meets death, but the number of accidents in families depriving the family of the wage earner's wages is almost incalculable in these United States. A proposition which strikes me as a rational one is this, that the employer who insures the buildings against fire, and also insures the machinery against risks and accidents, should be obliged to insure his employees against accidents that will occur to them while working on that machinery. If we can reach such a conclusion, I am sure we shall indorse the spirit of the workmen themselves, and at the same time stop one cause of destitution that is doing not only a great deal of harm to the community, but is the source of a great deal of suffering and pain both to individuals and to their families.

CHAIRMAN POTTER: Is there anyone else?

PROF. EDWIN L. EARP, of Syracuse: I would like to present a matter that we may well consider at a session concerning dependent adults. I may say that while it is important to deal with a condition as we find it, a condition that excites sympathy and is, perhaps, the greatest motive for good charity work, yet the other question of seeking out the cause seems to me equally important and should be equally pressed. To illustrate: Only a few days ago I was out walking near the University and passed by a little child looking for something on the sidewalk near a

vacant lot. I paid little attention, but when I came back the little girl was still there and was weeping. She said she had lost some pretty hair ribbons in the grass there and could not find them. There were two young ladies coming along from one of the Chapter Houses and they said to the little girl: "If you can't find them, come down to the house to-morrow morning and we will give you some that are as pretty or prettier," and passed on, and when I came near I wished to know the cause of her weeping. My sympathy was aroused, and so I said: "Here is enough to get some new ones. Go down to the store." She was afraid she would be punished when she went home.

Now, the first thing that occurred to me was to give that child something which might allay her suffering, but it afterwards occurred to me, what if she were a little imposter? And I thought that perhaps I had done wrong, that it would have been better to have gone home with her and found out whether her story was true or not.

It seems to me both of these things, both of these questions, are illustrated in this way. It is not sufficient for us to give money to meet the conditions of present need, that must be done in many cases and should be done, but further, we should follow up these cases and find out the causes and seek to eliminate them. I think that is equally important. I wish to thank Dr. White for his excellent presentation of the subject.

REV. ADOLPH GUTTMAN, of Syracuse: I like the title of this last subject, "Improved Methods of Caring for Dependent Adults." Improved methods! We live in an age of improvement, progress, enlightenment and betterment. We have made improvements in education, in industrial lines, in science and art; but I am especially interested in the improved methods in connection with the treatment of the poor, the needy, the feeble-minded, the insane, in short, of all those that actually cannot help themselves, that are entrusted to our care, to the care of human society. The chairman, in his admirable report—and right here I wish to recommend to the executive committee of the Conference that in the future not only the papers, but also the reports of the chairmen of the several committees shall be discussed; the reports that have been read here yesterday and to-day are

all admirable and suggestive, but the report read this morning is of special interest, just brimful and running over with practical and timely suggestions, and it appears to me that an opportunity should have been given to the men and women here to discuss the report. I wish to say, then, that the chairman in his report touched upon this point: shall we return to the old, or shall we go on to the new? Now I think the answer should be, neither the old nor the new, unless it is good, unless it is helpful, unless it is in the line of improvement and betterment. It is related that during the late Civil War one of the color-bearers wandered away from his regiment up towards the battle line. The commander, seeing this, thought it rather dangerous, and so he cried out: "Bring the colors back to the regiment." And the color-bearer, turning around, said: "Bring the regiment up to the colors." So I would say, let us not go backwards but ever strive to bring the people up to a better understanding of modern, improved methods. Yesterday, a minor key was struck here; the question was raised as to whether corporal punishment should not be applied now and then in our penal institutions. You might just as well ask whether the old inquisition should be reintroduced. The gentleman asked what shall we use, what shall we do? I say, not the lash, but love; not the knout, but kindness.

MR. ALEXANDER C. PROUDFIT, of New York: The point the chairman made in his report as to holding on to the old and being prepared for the new, seems to me can be answered by saying that while the old is necessary—for we must keep the experience of the trained worker of the past—the volunteer is equally necessary to bring into the work the inspiration which the paid worker perhaps can not fully bring and I think a third element can be used to advantage in the professional sociologist, to use that term. I think that these three can coöperate and get the best results. I will give this concrete instance from my own experience. In the Home for the Aged and Infirm at Blackwell's Island, there is a ward called Ward L, where the crippled and partially paralyzed men have been kept. The chaplain from the almshouse considered it the worst ward on the island to visit. At the suggestion of one of the probation officers on Blackwell's Island, a handloom was given to one of the men to make some beadwork, the idea

being that he would cheer up and become more interested in life. In a short time there were eighteen of these looms in operation and since then the men have been taught to do other things, and the character of the ward has entirely changed. The chaplain now thinks it the most cheerful ward of men on the island. This result has been accomplished by the coöperation, of which I have spoken, of the paid orderly who has skill and ability in caring for the men and wishes to keep them interested, of the volunteers who have gone to help in teaching the work, and of the paid worker who has been there getting supplies for the men, taking away their product, selling it to people, and enabling the men to get some little things that they would not have had otherwise. The work has been organized under the auspices of a "professional sociologist" who devised means for carrying on the work, making shifts to help pay the salary of the worker and to find a market for the work. It seems to me that by coöperation of this sort of the different classes of workers, work can be brought to a focus, and organized upon the most effective basis.

CHAIRMAN POTTER: We will hear from Dr. Devine next. I am sure there is no member of this conference ever listened to more earnestly and more cheerfully, or who has the wit to say the thing he wants to say, irrespective of whether the other fellow likes it, or not; so let us hear from Dr. Devine.

DR. EDWARD T. DEVINE: Before passing to the very attractive topic which you have assigned me, I should like to say a word on the subject of accidents discussed in Dr. White's paper and by Dr. McMahon. I was greatly interested in Dr. McMahon's paper at the Atlanta National Conference, and I am a member of the committee, of that body, which has since been at work on the subject of accident and old age insurance. As a member of that committee I have been giving some attention to the subject during the past two years and have personally reached the conclusion that it would be advisable for the State of New York, without waiting for similar action by the National Government or by any other state, to establish a system of accident insurance for the benefit of employees of the industries of this State. This appears to me not essentially a question of charity, but a question

of justice. I do not believe that the effect of such a system would be to reduce greatly the demand for charitable relief.

In Germany, where the system has had its most complete development, where large sums of money are collected from employees and employers and administered by the State, the demands for relief have increased rather than diminished. The city of Berlin alone spends some \$11,000,000 in relief in the homes of the poor. It is, however, expended on a smaller number of people than formerly, and expended more wisely.

The principle of accident insurance should be that adopted by the British Royal Commission in its report to Parliament a few years ago; that accident should be a charge not upon the employee but upon the entire industry—upon the undivided profits of the establishment. That, it seems to me, is the only sound principle, and although it is not primarily a charitable question, it would be so effective a means of preventing dependence in large numbers of cases that the Conference would be justified in moving with others to secure such legislation.

I wish also to say a word or two about the report. I felt as I listened to some parts of it like congratulating the chairman upon his acumen in not submitting it to the other members of the committee. No doubt it is desirable that it should have been read as it is, and if it had been considered by the committee as a whole, I am afraid that several parts of it would have had to be omitted.

The report preaches some very excellent doctrine. As nearly as I can tell from the very rapid reading of the paper, I find myself in agreement with the chairman of the committee on each of the five general propositions which he embodies in his report. The chairman, however, seems to have thought that his views would win a wider and more ready acceptance; that they would be, in some way, a little more convincing if he accompanied their statement by his little fling at some people who, perhaps, on previous occasions had their fling at him and at some of his projects, and who even look forward with some anticipation to future occasions when they may again have similar opportunities.

What I wish especially to say is, that people who are working for the development of the profession of the social worker are not interested in, and are not desirous of, lessening the amount of

voluntary service which is given to the poor in the State of New York. What they are interested in is the proper preparation of such persons as are working for salaries in charitable institutions and societies and in the public service. We believe that we are no more justified in paying improperly trained people in institutions for the care of the poor, than we would be in paying an untrained and incompetent teacher in a public school, but those who take this position cannot be justly accused of any desire to lessen the number of William P. Letchworths in the State of New York. The two things don't hang together. There is no logical connection between them. I do not know how much the chairman has done; no doubt he has done a great deal to enlist the interest and efforts of volunteers on behalf of the poor. I know that personally I have had something to do in the last few years in helping to enlist the interests of volunteers who are now doing, and in the future will do, magnificent work for the bettering of social conditions and the more effective relief of the poor.

I know that my associates who are interested, as apparently the chairman is not, in developing higher professional standards among those who work on salary for the care of the poor, are constantly increasing and not diminishing the number of public-spirited citizens who take hold of such tasks as housing reform, the prevention of disease, the improvement of almshouses and hospitals, and the more humane care of children. They are not seeking primarily to create new positions for themselves and their friends; they are working for a better preparation of those who are to fill such positions as are necessary, and to increase both the number of and the efficiency of volunteer workers.

May I take one specific illustration from the report of the chairman himself, viz., the lodging-houses in New York City. I happen to know that within the last few weeks a professional social worker, armed with the authority of the health department, has visited every lodging-house in Manhattan borough, and has made a very full report to the health department containing a careful, accurate tabulation of that which he has seen, and definite recommendations for the lessening of the very evils which the chairman has pointed out. The amount of volunteer personal work that is possible in that particular field is increased

and not diminished by the work which he has done. Commissioner Tully in his paper has referred to the very excellent Municipal Lodging House conducted by the Department of which he is the official head. The creation of that lodging house was brought about largely through the efforts of two men, one a volunteer and the other a professional: Jacob A. Riis, who for years agitated and aroused public sentiment on this subject, and Robert W. Heberd, who was then in the service of the Charity Organization Society and is now president of this Conference, and who, as secretary of the committee on vagrancy, helped to work out the details of the plan which was recommended to and adopted by the municipal government.

CHAIRMAN POTTER: This closes this session and I am informed that this topic has been entirely eliminated from the program for next year. So you have heard the last of the adult blind and other adults—at least for the time being. I have only to say that had Mr. Devine read this paper he would have discovered that perhaps twenty per cent of it had already been eliminated before it was read. If he had read it carefully, he would have discovered that so nicely was it balanced, first and last, that you could take either side of it and be on the right side.

MR. GEORGE A. LEWIS, of Buffalo: I wish to contribute a word on the question of providing barriers to prevent elderly and helpless men and women from drifting into county almshouses. I have been surprised to learn here to-day how little has been done in this direction by the city of Greater New York.

In Buffalo we have a large and flourishing old folks' home, known as St. Francis Asylum, which, under private management, accomplishes a great work in caring for elderly people in failing financial circumstances and saves hundreds of such dependents from the county house. In some cases the family or friends are able to contribute the whole or a substantial part of the cost of maintenance; in others, the inmate having a sum of one or two thousand dollars may pay over the gross amount to the institution, which undertakes on that consideration to provide board, lodging, clothes and medical attendance during life, and funeral expenses at death.

Few people realize the great advantages accruing to the aged in the purchase of annuities from our great life insurance companies. These advantages are of course available only in the cases of elderly people who have no one necessarily depending upon them for support. At the age of seventy-five years an investment in annuities will return 14 per cent in the case of a woman, and about 16 per cent in the case of a man, payable until death in quarterly installments.

CHAIRMAN POTTER: President Hebbard will now take the chair and I understand he has some notices to read.

President Hebbard repeated some announcements previously made and also informed the delegates that the Hospital of the Good Shepherd most cordially invited them to visit the Hospital between the hours of 2 and 4 o'clock in the afternoon.

The session of the Conference then adjourned.

SIXTH SESSION.

Thursday, November 17, 1904.

The sixth session of the Conference was called to order at 3 p. m., Vice-President Rev. Max Landsberg, D. D., presiding.

After making several announcements heretofore made, Dr. Landsberg turned the meeting over to Hon. George A. Lewis, of Buffalo, Chairman of the Committee on the Care and Relief of Needy Families in their Homes.

CHAIRMAN LEWIS: The report of the Committee on the Care and Relief of Needy Families in their Homes and the papers which follow it, "The Control of Volunteers," and "How to Aid Deserted Wives," will form the subject of this session. The report of the committee is as follows:

REPORT OF THE COMMITTEE ON THE CARE AND RELIEF OF NEEDY FAMILIES IN THEIR HOMES.

Your committee presents as its report to the Conference of 1904, an account of the aims, rules and practices, preceded by a brief historical sketch of the origin and development of the Society of St. Vincent de Paul, a charitable organization which has exhibited to the world a singular amount of vitality and expansive force, combined with precepts and methods which commend

themselves to the approval and accord with the doctrines of the advanced scientific charitable organizations of our time. A particular reason for making this organization the subject of our report is the circumstance, that the care and relief of needy families in their homes is the fundamental business, the chief occupation of its members, to which other palliative and remedial measures though diligently fostered, are subordinate and secondary.

The Society of St. Vincent de Paul was organized at Paris in May, 1833, under circumstances which scarcely foreshadowed the future greatness of its development. There were then gathered in the office of M. Bailly, editor and proprietor of an obscure newspaper, the *Tribune Catholique*, a coterie of eight young students at the Sorbonne, a mere handful of impecunious but earnest youths, who rallied about their moving spirit Frederick Ozanam, then but eighteen years of age and a student of the law.

The immediate motive of the society's birth was to furnish a practical refutation of the reproach directed against Christianity by its militant adversaries of those turbulent times. The philosophers of the day, and in particular the disciples of St. Simon, in their controversial encounters with these young Christian apologists, continually pressed forward the taunt, "Show us your works! Show us your works, and we will believe you have some reason for your faith!" The Society of St. Vincent de Paul was a direct answer to this challenge. The youthful founders said to one another: "Enough of talk and the enjoyments of the debating arena! Let our deeds be in accordance with our faith. Let us succor our neighbor, as did Jesus Christ, and place our faith under the safeguard of charity."

The society thus founded was formally dedicated to St. Vincent de Paul, and found its chief inspiration and the model for its rules and practices in the life of that illustrious champion of the poor, whose lofty character and single-minded devotion to the cause of charity, illumined France in the seventeenth century and filled the world with his praises.

After two years of tentative work and experiment, in the year 1835, the founders of the society adopted a code of rules to govern their operations which have in the event proved so satisfac-

tory that only trifling modifications have ever been found necessary to meet the needs and circumstances of the world wide expansion which has been vouchsafed to this organization.

By 1853 the original eight had grown to a membership of 2,000 in Paris alone, in which year they brought relief to 5,000 families, or about 20,000 souls, representing one-fourth of all the dependent poor of that city; at the same time France was represented by 500 conferences outside Paris, and the work was in process of extension to Belgium, England, Spain, America and elsewhere.

The city of St. Louis has the honor of being the first place in America to witness the founding of a St. Vincent de Paul conference. This was on the 14th day of November, 1845, and in our day St. Louis possesses 50 conferences with 1,500 members and an annual budget of about \$25,000.

New York followed St. Louis with its first conference in 1848, and together with the city of Brooklyn, in 1901, numbered 107 conferences with 2,200 members, who in that year made 83,000 visits to needy families and expended \$147,000 in all kinds of relief work.

The last census of the society in 1898 placed the number of conferences at 5,500 with a membership of over 100,000 in all parts of the globe, there being over 10,000 members in the United States.

In addition to the main feature of the work which claims our attention in this report, it must be remembered that while the care and relief of needy families in their homes is the chief object of this society, yet no form of charitable work is regarded as foreign to its aims, which is suited to its special character. The society promotes and sustains a host of special activities according to the needs and resources of different communities, such for example as working-boys' homes, boys' clubs, night-schools, offices for medical and legal advice, employment bureaus, agencies for placing orphaned or dependent Catholic children in Catholic homes and safeguarding the conditions surrounding them in the families of their foster parents, visiting prisons, almshouses, reformatories, hospitals, and the establishing of protectories for neglected, dependent and delinquent boys, attendance upon the courts, particularly those for juvenile offenders, watching over

and helping boys and young men who have just been released from reformatory institutions, inspecting the institutional care of children from the parish or district of the conference; in short, the enterprises of this society cover nearly all forms of charitable work.

The primary working unit of the society is the conference, which is a parochial organization, formed under the direction of the rector, exclusively for men, generally young men, and taking its name from its home parish. The conference holds stated weekly meetings usually at the close of the late mass on Sunday morning. The officers of the conference are a president, vice-president, secretary and treasurer. The laboring oar in the conference work is in the hands of the president whose duties include, among other things, presiding over and conducting the meetings, the responsibility for investigating the needy cases proposed for relief, the selection of visitors and apportioning among them the families to be visited.

The secretary keeps an exact registry of the names, professions and residences of all members of the conference, and of its transactions; upon him also rests the chief burden of the investigation of all cases. At the weekly meetings each visiting member is called upon in turn to announce the nature and extent of the relief he proposes for those cases which are under his immediate observation, and to seek the advice of the conference in all difficult problems; he is further expected to give all possible detailed information about the circumstances of each family confided to his care, which may enable the conference to act intelligently in fixing the material allowances to be made. Discussion is here in order to decide upon permanent remedial measures, such as considering opportunities of work to be offered to the needy, plans for removing families to homes in better environments, where are fewer occasions of temptation to the weak, and perhaps better school facilities for the children. No family can be admitted to the relief roll of the conference without a preliminary investigation and a statement of its wants made by the secretary or by some member designated by the president for that purpose.

A collection of money is to be taken up at all meetings, the amount of the contributions of individuals being kept strictly

secret as a means of preserving the perfect equality of all the members in the work of the conference. This feature of a secret collection is regarded as most important, be the proceeds more or less.

All meetings are opened and closed with stated religious exercises.

The relief to be distributed must be punctually delivered to the poor *at their homes* before the next conference meeting, and while the precise time, number and character of the visits must be left to the discretion of the members, they must be made at least weekly. There are no salaried officials in the work of the conference. All are volunteers who must give their time and sacrifice their ease to the labor of charity.

Whenever several conferences have been established in the same town, occasion arises for the formation of a particular council composed of a president, vice-president, secretary, treasurer, and the presidents and vice-presidents of the several conferences, and of all the special works in which all are interested.

To the particular council are confided those special works which require the co-operation of all the conferences of the town, as also to aid and assist the poorest conferences, if any there be, which require outside help to cope with their regular work. The particular council meets monthly or as often as necessary, and decides upon the disbursements to be made from the common funds which are created by donations from the charitably disposed. These donations are distinct from the weekly collections of the conferences.

The connecting link between the conferences, the particular councils of cities and the council-general of the society of Paris is furnished by superior councils charged with certain territorial jurisdiction. But the unity of the entire work, and the consistency and the perpetuation of the rules of the whole body, as well as the institution or dissolution of conferences, depend upon the central power at Paris, and the council-general.

At the last general convention of the society held under the auspices of the council-general it was determined to co-operate with outside organizations for the general good, when such co-operation does not in any manner conflict with the rules of the

organization; thus placing the society in line with other organizations as the common almoner of the charitable.

Besides the active visiting members of the conferences the society has its corresponding, honorary and subscribing members, who contribute their means and their good works to the advancement and promotion of the society's interests everywhere in the world.

Primarily the spirit of this organization was intended to appeal and does appeal most strongly to young men, by whom and for whom it was founded, although in practice the measure of youth is one of devotion and zeal rather than years.

The resources and the government of the Society of St. Vincent de Paul are kept strictly in the hands of its own membership, which is exclusively male, but the conference is always able to avail itself of the aid of some parochial charitable relief society of women in cases where women alone can do the work.

A glance at the code of rules adopted in 1835 with the commentaries upon them which have been promulgated by the council-general, will disclose the special features of the Vincentian system of precepts and practice, which have contributed to the success of the society.

The immediate duties of the member are to visit the poor in their homes, to carry them succor in kind, and to extend to them the alms of religious consolation; further to care for and promote the elementary and Christian instruction of poor children, whether free or imprisoned; to distribute moral and religious literature, and to be willing to undertake any other sort of charitable work within the resources and abilities of the visitor which may be demanded of him by the society.

In visiting families it is advised that two should always go together, and be prepared under proper circumstances to refer the visitations to the women's charitable society of the parish.

In the choice of visitors for particular cases let the president have regard for the selection of those who seem best suited by disposition and temperament to the needs of each particular case. The visitor himself may suffer from some infirmities which render him less suited to deal with exceptional cases. He may be too timid or too brusque, too slow or too hasty, and the president

must be at great pains in making a double study of both the character of the visitors and of the poor to whom they are sent.

The members are urgently exhorted to the practice of certain virtues and mental attitudes towards their duties which experience has shown to be the needful and effective equipment for the successful charity worker; to avoid dissensions in the ranks of the conference by a ready acquiescence in the rule of the majority; further, the younger and newly admitted members should cheerfully defer to the judgment of those of greater age and longer standing; members, too, must be cautioned to avoid a contentious and impatient spirit in approaching the poor, even when well meant advice is rejected in a rude and ungracious manner.

The visitor must see the poor surrounded by all the sad realities of their miserable condition, amidst all their weaknesses and discouragements. He must learn to diagnose the circumstances of each case and seek the causes of distress, whether they are to be found in improvidence, misfortune or weakened will power. He must remember that if the treasures of the whole world were to be poured out in almsgiving, the recipients of these alms being unchanged, it would only intensify ultimate suffering and poverty, and open the door to deeper degradation. He must be prepared to discipline, admonish, encourage and coax the large number of the improvident into paths of prudence. He must emphasize the precarious nature of all measures of temporary relief, point out the sources of employment, lift the poor from the rut of despair and try to awaken in them courage and ambition to grasp some means of gaining a regular livelihood. If bad environment seems to be the proximate cause of bad conditions, he must urge and assist his charges in removing to a more wholesome neighborhood. Idleness and pauperism are to be systematically combated at all times.

Prudence must be exercised in the cases of those poor whose lives are characterized by grave delinquencies of drunkenness and dissipation; and while such are not entirely excluded, they are not to be visited except in the desire of correcting their lives and only so long as there seems to be hope of effecting improvement. There is a wise middle course to be pursued in these cases

between too great strictness and extreme indulgence which often leads to success.

Above all, let kindness and tact prove the unfailing instruments of a happy issue in all undertakings. Intercourse with the needy and suffering must not be undertaken in any arbitrary or dictatorial spirit. Long-suffering, indefatigable brotherly love will conquer when the least breath of condescension will blight the best meant efforts.

A modern Æsop has indicated the appropriate moral at the end of one of his humorous fables dealing with a tale of the condescensions of charity: "If you want to lift, get underneath."

The foremost object which is aimed at in the relief measures of the society is the preservation and maintenance of the home. Give material relief, food, clothing and even money in a proper case, but let the alms of good advice be directed to the preservation of the home as the best means of making its members independent. Visit the home and carry the relief there, rather than distribute it from any centers, be they institutional, public or private.

In recounting these Vincentian rules and precepts, it must be remembered that they are all to be found in the earliest records and practices of the society, showing that from the first its efforts have been uniformly directed toward remedial agencies and not to merely palliative measures.

After all has been said of the work of the Society of St. Vincent de Paul in its practical and worldly aspect, it must not be overlooked nor forgotten that the mainsprings and perennial sources of its uninterrupted life and growth lie in the domain of supernatural religious motives.

The first object of the original organization as stated in the preamble to the rules, is "to sustain its members, by mutual example, in the practice of a Christian life."

Ozanam and his companions were aflame with zeal for the salvation of souls, and the vital spark which always has and ever will preserve life in this society, and draw young men to assume the burden of its work, is the militant spirit of the Catholic religion.

The Vincentian teaching is, that while the body is to be fed and clothed, the mind enlightened, material and social conditions

bettered, above and before all other considerations the soul must be saved, religion being the only balm which can make the pangs of poverty endurable. Hence visitors are constantly admonished to strengthen the weaker members of the Catholic fold by the consolations of religion, to recall the heads of families to their neglected religious duties and privileges, to care for and provide the necessary religious as well as secular education of the children.

The faithful visitor is taught to find his happiness and the healing of his own soul in the self-denial and humble devotion implied in the faithful following of the pattern example of the great St. Vincent de Paul, and to deem himself honored and privileged to serve God in the persons of the poor.

We may conclude this report with a free quotation from the inspiring words of Ozanam on the subject of almsgiving:

"Help is humiliating when it takes heed of man's material wants only, paying attention only to the cry of hunger and cold, to what one succors even in the beasts. But it honors when it occupies itself with the soul, his religious and moral education, with all that emancipates him from his passions, with those things which make him free. Help honors when to the bread that nourishes it adds the visit that consoles, the advice that enlightens and the friendly grasp of the hand that uplifts the sinking courage."

CHAIRMAN LEWIS: The first paper on the program, after the report, this afternoon, has for its subject "The Control of Volunteers," by the Rev. Dr. McMahon, Supervisor of Catholic Charities of the Archdiocese of New York.

THE CONTROL OF VOLUNTEERS.

The influence of the visitor to a poor family when the visits are uninterrupted and rightly sympathetic can scarcely be measured. Little by little the spirit of the one makes an impress on the character of the other, and when wisely watched will show itself in the future acts. This effect will not, however, be gained unless the proper qualities are manifest in the dealings of the visitor, and they are not the special attribute of any distinctive persons. In the salaried, as well as in the unsalaried visitor they may be equally found, for while they have their foundation

in nature, their knowledge and their application belong to common sense. If our quest to-day is for volunteer workers or visitors in the cause of charity, it is not because we love the unsalaried more or the professional less. The question of pay does not change the attitude nor the heart in the really devoted worker, and there are in the list of salaried officers to-day many heroes in every phase of life who await but the opportunity to show that they are ready for any sacrifice in the line of duty; for the salary does not exclude high and worthy motives. Thought and being may be moved to win the best results, and as "knowledge grows more and more," so too will advances be made by those who, in working them out, are secure from personal want. The teacher is not the less valuable because paid, and we measure the teaching profession by higher ideals than the "time server." The paid visitor, the salaried agent, must not, however, consider that in his keeping rests the monopoly of knowledge and dealing, and leave aside all thought of the unpaid worker. Both are working in a common cause in which the only hierarchy is that of experience and firm grasp of clear principles. True, when we appeal to the internal controlling power the motive may be found to be different. With one, the work may be embraced for an economic end, based on sympathetic or humanitarian motives; with the other, the end is economic and spiritual, based upon a religious motive.

Since we all can not agree on these interior forces, since we can not make captives of each other, and since we will not march under the other standard, let us before the common object "strike our arms" and work together to help the poor and distressed. We have passed far beyond that aspect of the poor which was seen among the Gentiles in the first Christian centuries. Then as labor was despised, the poor were contemned. Passages may be adduced from Seneca, Plato and Cicero, but from Quintilian (Declam. 301) we might expect better than this: "Canst thou by any means, descend so far as that the poor shall not appear to thee loathsome?" But how much more severe is the sentence of the Emperor Galerius, quoted by Lactantius (cap. XXIII), "*Mendici soli superant a quibus nihil exigi possit—Congregari jussit et exportatos naviculis in mare mergi.*" "The poor alone

remain from whom nothing can be collected in taxes. Let them be sent out in ships, and then drowned in the sea."

The largesses for "bread and the circus," the *congiaria* given the people for political reasons, are not evidences of charity, but of chicanery to win the popular favor.

Different, indeed, was the care of the poor among the Hebrews, as so many enactments of their law clearly prove. The character of the righteous Israelite, as shown in the Psalms and Proverbs, displays deep compassion for the poor and distressed. A special institution was the second tithe, the so-called poor's tithe, which required the use of visitors. Among the Gentiles there was no system of visitors to help the poor, at least out of the spirit of benevolence.

Vast sums were given, and large numbers participated. Thus, in the year 46 nearly ten million dollars were given out among the Roman population of not over one and one half million. In no case was inquiry made into the question of deserving it or not. Caesar reduced the number receiving the free corn from 320,000 to 150,000, but Augustus not much later, had to cut the increase which in time was made and reduced it to 200,000.

In the Christian régime, on the other hand, even in the first centuries, we find organized charity with its corps of visitors. The apostolic constitutions fix clearly the duties of the deacons and deaconesses who were called for this purpose solely. "Seek unceasingly and diligently the means of giving the poor what is needed; to orphans and widows, support; to workmen, give work; and give needed aid to the homeless, hungry and naked." (Apos. Cons. 319.) They were obliged to have the names and conditions of the poor on their register and to give full account of their investigations to the bishop or the archdeacon. The details that Clement mentions show how precise was their duty, v. g. "If wages are not sufficient for support, if accident renders one unable to work, if he have no trade, if debts are incurred, etc." (Epist. I ad Labit. p. 85, 204-218). Several decades before Lawrence met the martyr's death on the gridiron, the Pope, Cornelius, writing to Fabian, Bishop of Antioch, about Navatian, says: "His efforts have done no harm to the poor and sick that the divine bounty nourishes to the number of 1,500." Cyprian (252) of Carthage

speaks often of his list of the poor, and John Chrysostom says: "If you regard our revenue as large, think also of the multitude of the poor inscribed on our register." Quotations can be given to the same effect from Ignatius and Polycarp in the earliest records.

The authors of the history of charity in the first Christian centuries, Uhlhorn and Tollemer, both say that deacons and deaconesses were not the only persons who occupied themselves in visiting the poor. They were the official ministers of charity, but they found able auxiliaries among the simple faithful. Married women who, at that time, could not be deaconesses, brought relief to the homes of those detained by infirmities. This ministry, indeed, seems to have been one of the ordinary practices of Christian life. Charity was then organized with volunteer visitors under perfect control.

When religion is the motive it is rarely alone, for a sympathetic heart goes with it. This religious motive is the love of the neighbor because God has commanded and because our own advantage is gained. Promises are made by the inspired writers for this and the next world to those who faithfully fulfil this duty. It may be for a peaceful conscience here and a great reward hereafter, but it is a motive that cannot be gainsaid, for its history and for its intensity in the human heart, nor can there be any doubt of the force and energy it developed for the progress of the human race.

There is a tendency to make charity secular, to banish religion from its ministration and thus place it on a purely economic basis, but history will show how foolish such an attempt must be. The reason upon which this secularism would now rise is not what it was in the past. Now we are in the commercial age which will doubtless be followed as of old by the artistic and literary period with a different point of view. It is chiefly in our time that this disbelief has been framed on a "positive" basis and given so much more authority by the influence of Comte's Law of the three states, the theological, metaphysical and the positive, in which man is emancipated from all except the phenomena about him, and seeks no motives from past or future.

The rhythmic motion of which Herbert Spencer speaks may place this secular view uppermost for a time, but there will ever be some to cry out

"Truth crushed to earth will rise again,
The eternal years of God are hers."

We are not here to measure or weigh the different motives, but to learn if they be sufficient to control the visitor to the needy families in homes.

Some are naturally induced into the work of visitor by a sympathetic heart and an energy which requires an outlet. When they have given some time they love the work, and cannot account for their motives further than sympathy and fellowship. Good work, not to be minimized, has been and always will be done by these so long as they keep within the scope of their intent. Social motives may induce others to take up this work and the effect of seeing their own creation in the better living and more economic habits will be reward enough for them; some undertake the work from religion as already expressed and this motive should make the visitors do all possible things to benefit the poor confided to their care.

When the visitor is engaged in a private role in doing charity she is controlled only by her own motive so long as she does not run counter to the good sense of the beneficiaries or of the community. It would be too much to expect that every person who thus engages herself, no matter what may be the motive, should be always acting according to the full right, prudent and just form. The highest state of charity will be found when each poor individual shall be helped by a charitable individual capable of so doing; and yet we do not hesitate to affirm that even then mistakes would often occur in the treatment of the poor. The motive may be the purest, but the judgment will not always be reliable. There can be little control of such visitors. Sympathy, religion, may have induced them to start in the work, but where is the power to keep them regularly at it or to control their acts in the work?

When they act as part of an organization there must be an authority to regulate and guide. This authority should be strong

enough and wise enough to obtain regular systematic visiting. It should have control enough to require wise dealing by the visitor; not training, but control, is the question.

Is it not possible that we shall need more volunteer work in the lines of charity, and that we must cultivate that field more and more? The amount spent for charity everywhere is growing larger. Is it not possible that, like education in New York City, there may be a ground swell, that too much is being absorbed in it? Marshall Halstead, United States consul of Birmingham, writes of England: "The 'poor rates' during the year 1902-3 were twenty-five million pounds (£24,958,592) and of this amount London, with its estimated population of four and one-half millions, contributed nearly a pound sterling for each inhabitant." Although the assessed value of the taxed property during the past ten years was increased 20 per cent, still the charity rate went beyond that increase and amounts to one-seventh of the whole tax. Last year's public expenditure on poverty was 500,000 pounds sterling more than in the preceding year, and when we consider that the outstanding loans of the poor law authorities amount to over seventy millions, it becomes a subject of consideration.

It is true that in our great city the charity budget does not show more than one-twentieth part of the whole sum, but it has been growing faster than the population. I take it between 1880-90-92, as these figures can be compared more easily. In 1880, \$1,267,874; in 1890, \$1,949,100, being something over 50 per cent increase in ten years; in 1892, \$2,170,125, being over 10 per cent in two years—and so the increase has been going on, despite the fact that private charities are constantly increasing in number and outlay. As this sum becomes greater, there must be a call for a halt in the expenditure and a searchlight set out to discover some other means of effecting the end without such cost to the benevolent. It is generally conceded that the sums expended in our charities are wisely expended and that more should be allowed; but the time will seemingly come, if the amounts continue to increase, when some means must be devised to limit the burden or throw more of it upon private charities. In ultimate analysis this will mean the cutting down, not on the

supplies, but on the salary list, and the more general use of the volunteer visitor and worker.

In public charities, volunteers are not used at the present time, because, as one official stated—quotation given by Mr. Almy—“I found such help very unsatisfactory.” When, however, necessity forces it, then will means be used to obtain the best and control it, and perhaps the well-known Boston system may be modified for use. For the control of volunteers in public charities there is given the German Elberfeld system, which has a successful record of over fifty years. By this system there is a compulsory drafting of men and women who bring to the work ability and prudence. They are obliged to take up this visiting under a regular almoner, on the same score as men are obliged to do jury duty. The plan works well in Germany with its stable population, but with different races and floating population such as our cities present, difficulties to its general acceptance are manifest. That it could be applied in smaller communities there is no doubt, and possibly it might thus find its way into larger centres. Its effectiveness would depend upon the official in charge, and is indeed susceptible of an evil turn, so that State control of volunteers can scarcely be considered at the present time a factor for us. To control, authority is required, and that alone in the last resort is the power to cause systematic and wise visiting. In private non-sectarian societies this authority must be most warily exercised. The motive governing the visitor may be the charitable instinct springing from pity and compassion which urges and forces the visitor to relieve one's feeling at sight of misery. This instinct is not uniformly strong nor constant in the individual, but depends somewhat on moods and feelings, and will soon leave to another the duty which means trouble for self. The motive may be the more rational when the reason and liberty remain in full possession and lead the soul to action after mature deliberation. We meet in this ideal land of charity all the noble emotions which illumine, sweeten and strengthen our existence. Many are engaged in this Good Samaritan work, but “what are they among so many” for whom places are vacant? To control them so that regular attendance with beneficial results may be gained, requires the authority against which objection will often

be made. Where the visitor has been trained and is experienced, freedom of action may surely be allowed in greater or less degree, but where these qualifications are not possessed there is need of frequent report and counsel. The difficulty of finding them has been encountered so frequently as to make the volunteer visitor desirable but distrustful. One great charitable organization has given up all volunteer visitors; I refer to the Association for Improving the Condition of the Poor. The Charity Organization Society does not rely on it as their agent in each district is the visitor. The committee talk over the case and make occasional visits but the question of regular, systematic visiting is not solved.

For the relief of the poor in Catholic lines there is almost entirely volunteer service, whether among the large number of religious orders (brothers and sisters), where control is completely in the hands of their superiors, or in the great working body caring for the needy families in their homes—The St. Vincent de Paul Society. This organization in New York City has about 100 conferences, comprising over 1,500 members, who are all volunteer visitors in complete control to a central authority as to the regularity of visits and, in great measure, to the efficiency of the visits. The second rule of this society states, "Visiting poor families is its most special, indeed, its fundamental work, because it is the work more conducive to the edification of the members, and that which is most within their reach." In each conference there are usually two members designated as the visiting committee. These members are chosen because of their experience, prudence and knowledge of the poor of the particular parish. "These members," says the rule, "visit all the families who ask to be adopted, and they propose to the conference their classification into certain categories according to the degree of their necessities; then often during the year they revise the general list of poor after having made a special visit." The families who have been passed upon by this committee and the conference are then apportioned among the other members to be visited and relieved weekly. At the meeting which is held every week, summer and winter alike, each member is called upon in his turn and mentions aloud for what he applies and for what families. He gives, when called upon, detailed information about these

families. Every effort must be used to make the family self-sustaining, and the agencies for its improvement must be called upon to aid in this purpose. "The relief should be punctually given to the poor at their residences before the next meeting, but the members administering it may use their own discretion both as to the precise time, number and manner of their charitable visits, and the best means of introducing into these families the love of religion and the practice of their duties."

The naming of the visitors is left to the president, and a two-fold task devolves upon him to study the character of the visitors and that of the poor. "For one member may be suitable for almost every family and yet not succeed with certain of the poor. He may be too timid or too harsh, too slow or too hasty for exceptional characters." With respect to the visitors or members the qualities distinguishing them will soon be seen and noticed in the conference because of the frequent meeting. The character of the poor, however, the president will learn from the visiting committee and from personal visits to the poor.

Generally, however, certain designated members visit all the poor in a certain quarter, and only as occasion demands are other members asked to visit exceptional cases therein. The space system is thus in general use. From time to time the visiting members are changed from one section to another of the parish. Being regarded as a religious duty the systematic visiting is strictly observed, and the visiting committee and the president usually determine the best visitor for the various cases that are presented. On this latter score, however, there is rarely any difficulty, because there is a common ground of religion upon which the visitor and visited find a safe footing for future friendship and an easy opening for confidence. The rules and amendments of the society are quite explicit upon the manner of making the visit. They follow the precept of St. Vincent de Paul, "*Ils doivent peu dire et beaucoup faire.*" They leave very little to the initiative of the visitor, except it be in the manner of application, in which personality must ever show itself. Any system, no matter how detailed and perfect in its mechanism, when it is dependent upon individual action, must be ruled by common sense and tact, so that in the last analysis it is the individual

who shows himself through his application of the knowledge of the system.

The members are warned most strongly of the duty to attend the regular weekly meetings so that report may be made, and on no excuse shall they send the relief to the poor family or have the poor come to the visitor for it. The members are reminded that the society is established on a religious basis and must never be turned "into a charity board restricting its solitude to the dealing out of material relief." This motive must be cleared of all obscurity. "When we are less good, or indifferently disposed," says the rule, "then we are less zealous, less inclined to charitable deeds, to the visiting of our poor families. We even consider this a sort of touchstone that may show every one of us in what degree he is pleasing to God." Their work is to be done quietly and without desire of public regard, as is evident from the following note, which will explain one aspect of the society—its unobtrusiveness: "When it happens that a swarm of bees do not thrive, it is not because the bees are tired of work, it is because they are too much disturbed by lookers-on who want to find out, at any cost, the secret of their honey and of their wax, as well as what concerns the internal administration of their little harmless community." "The same thing happens to the conference of our society, when the public choose to bestow upon them too much attention." Charity is efficient only when complete, and it is complete only when it is true.

"That member of the St. Vincent de Paul Society who considers himself only as a bearer of bread to the poor family, understands neither charity nor the society, nor the poor. For the society has never been, and never will be, an association of porters."

CHAIRMAN LEWIS: The opening of the discussion of the very interesting paper to which we have just listened will be by the Rev. Dr. Max Landsberg, of Rochester.

REV. MAX LANDSBERG, D. D., of Rochester: It is a somewhat awkward position in which a man is placed who is called on in a few minutes to open a discussion and to criticise a paper so very full of the most interesting information and knowledge and about which there are few points with which he disagrees. Having very

little time he is in constant danger of making himself guilty of carping criticism in the eyes of those who listen to him, because he is unable from the lack of time to say the good things which he has in his mind.

There is one word I would like to repeat from the paper before I begin—different as may be our methods and our ideas of methods, this very Conference, like the National Conference of Charities and Correction, proves that we are all ready to strike arms in that respect and to work together in harmony in one brotherly spirit to relieve the poor and distressed.

We had every reason to expect a paper intensely interesting and brimful of suggestive thought on "The Control of Volunteers," from the scholarly writer with so long and extended an experience, to whom we have had the pleasure of listening. And we have not been disappointed. With great skill he analyzes the qualifications needed for a successful visitor of the poor and unfortunate, and justly speaks of the profound influence of the tactful, sympathetic and experienced visitors upon the moral and social elevation of those intrusted to their friendly treatment.

He finally comes to the conclusion, while doing full justice to the services rendered by salaried workers, that volunteers are greatly to be preferred, but only when they are within the grasp of a controlling power. As a practical proof he offers to us the description of the mechanism of the admirable Society of St. Vincent de Paul, which seems to be based on sound economic and sociological principles, and, as we all know, is a powerful agency for promoting the welfare of the poor and inspiring them with moral and religious ideals. The writer ascribes this efficiency of its work solely to the unlimited control of the workers by their superiors.

If our quest at this time is for voluntary visitors, the reason seems to me, because the most desirable condition would be, if each visitor had charge of but one family, which should be treated by her as she would treat near relatives or friends on the same social level. There are now many such visitors in most of our cities, who combine good sense with a sympathetic heart, and who pay much attention to the study of social conditions. They form study circles for the purpose, avail themselves of the courses at

colleges and the summer schools of philanthropy, and learn a great deal from the excellent books of Miss Mary Richmond and Mr. Devine.

It is not surprising that such workers make mistakes at the beginning; but with some wise direction, and with a heart full of noble intention, they soon learn by experience and become very efficient. Without constant restraint by a superior power they should be allowed to proceed within certain limits on their own responsibility. Then their judgment is improved and they will succeed in gaining the confidence of those whom they befriend. It is only too often forgotten that while some general principles can be learned every case needs individual treatment, and seldom two are absolutely alike. I fully agree with the writer that the religious motive in the visitor is one of the strongest and most desirable motives. It ought never to be absent, and it should be carefully cultivated. But the trouble is that there are so many different views about what religion means. Some regard it as a special department of man's life and duties, while others, and I fully agree with those, believe that religion should embrace the whole life of man, that there is no distinction between religious and secular duties, that all our duties are religious, that every thought, word and deed should be inspired by religious sentiment and religious aspirations, as it was so beautifully, impressively and eloquently stated on this platform yesterday afternoon.

And therefore I must take exception, if my learned friend says, "when religion is the motive, it is rarely alone, for a sympathetic heart goes with it." I can not admit that anyone who has not a sympathetic heart deserves to be called religious, however punctilious he may be in the observance of the ceremonies of his own particular faith; but, on the other hand, the sympathetic heart is the most conclusive proof of the religious motive. The love of the neighbor, however, "because our own advantage is gained in the fulfilment of promises by inspired writers for this and the next world" is surely not very commendable, because it is essentially selfish. It cannot be denied that this selfish motive has developed the progress of the human race; but I submit whether this progress would not have been more rapid if the lesson had always been taught most forcibly that good and noble

deeds ought to be performed solely for the sake of doing them. It is told of St. Catherine, and the same legend is told of a noble Jewish woman at Cesarea at the beginning of the Christian era, that once she appeared in public with a bundle of fagots in one hand and a pitcher of water in the other, and asked what she wanted with it, said: With the fagots I would like to burn up Paradise and with the water to extinguish the fires of hell, so that none would be induced to do good from the hope of reward, or to avoid doing evil from fear of punishment. How noble is the sentiment of George Eliot when she says: "The only reward of a good deed is in the increased power to do the next."

I can not help, therefore, feeling that the tendency, to make charity secular, deplored by the writer, is one of the most promising tendencies of our age; but far from meaning to banish religion from its ministrations, it strengthens the real religious sentiment among men. It means only to exclude sectarian religion and not to make the beneficiary's belief in certain dogmas or his conformity with certain religious practices a condition of the interest taken in him by the visitor or the society standing behind the visitor. This practice is a constant temptation to the poor to become hypocrites and results in such well-known cases as the successive joining by a mother of a number of churches of different denominations, and having her child baptized in each, in order to enjoy the assistance given her at those occasions.

The broadest and most intense religious spirit sees in the poor and suffering the child of the same Father, whatever his formal religious views and practices may be; realizes that he is of our own flesh, from whom it is a sin to hide ourselves.

But to return to the question of control—if for the powerful authority over the volunteer visitors, as the writer holds, "not their training but their control is the question," then the controlling force not only of unlimited power, but also of infallible wisdom, must be possessed. And my own experience has taught me many a time that a kind-hearted and well-meaning, though simple-minded, woman who knows how to befriend the members of a poor family and gain their complete confidence, is a very safe guardian and adviser; though superior wisdom would have regarded her as incompetent.

The work of the Society of St. Vincent de Paul certainly deserves the highest commendation. But to draw therefrom the inference that paid workers should be dispensed with by the society for the improvement of the condition of the poor seems not to follow. The writer gives statistics of the constantly increasing expenses for charity; but he gives no statistics of the proportion of the cost of paid workers to the whole amount expended; but, even from my own limited experience, it is fair to suspect that, large as the salary list may be, it does not increase but reduces the total expense for charity purposes. For in the large cities with the dense population in the quarters of the poor it requires well-trained and experienced investigators to discover the true condition of the applicants for assistance, and they prove to be the best helpers and advisers to the volunteers.

One policy of the excellent St. Vincent de Paul Society seems to me of questionable value, namely, that "from time to time visiting members are changed from one section to another of the parish."

This method takes a friend who has become closely attached to a family under her care into a new environment, where she has to begin her work anew, and it appears to me that much valuable energy will be wasted thereby. In order to avoid misunderstanding I would say, in conclusion, that it is certainly wise, when the religious denomination of a family is known, to select a visitor of the same faith, because it facilitates the formation of friendship, inspires confidence and increases influence.

Very commendable is the excellent rule of the Society of St. Vincent de Paul quoted in the last paragraph of the paper, a rule that ought to be heeded by visitors of all classes. "That member of the society who considers himself only as a bearer of bread to the poor family, understands neither charity, nor the society, nor the poor."

CHAIRMAN LEWIS: Before taking up the next paper a short time remains for a general discussion, which will be strictly limited to the five-minute rule. Does anybody wish to be heard?

MR. FREDERIC ALMY, of Buffalo: It was said that I thought voluntary visitors entirely unsatisfactory. If there is one thing our society in Buffalo stands for, it is to show that organized

charity is not a substitute for personal service. The whole aim of our society is to increase, to organize and to educate the amount of unpaid, voluntary personal service given to the poor of Buffalo. Yet I am not a believer in the unguided, inexperienced volunteer. Our agents know, and we all know, that ten people can do more work than one, and that if they can develop responsible work among ten volunteers it is a larger service in the end to the poor. It is more than one agent can do with only two hands and two legs and two eyes. What we stand for is to increase the total amount of intelligent, charitable effort. As I have said before, unguided visitors would be like putting steam and gas into a house without plumbing in it to guide them. A lady in one of the cities of this State wrote me lately, saying she thought of getting a dozen groups of young girls to visit among the poor. I answered that such work, undirected, might be only a cruelty to the poor. The inexperienced visitor often knows no other way of aiding than by gifts of food and clothing and money, where patient research would show something far more helpful. Then, again, sometimes the initial impulse grows faint and hopes are aroused in the poor only to be disappointed. More than once I, myself, have meant to do a thing and other things came up between me and the thing I meant to do. There was no one to push me on. I think that is one of the great differences between the paid and unpaid visitor. As Father McMahon has well said, control implies authority. How are we going to control the volunteer visitors without authority? It takes the patience of Job. Very often these good men and women say they will do things, and they mean to do things, but they do not. We have to run after them with constant suggestions and we don't know how much we can control them. If a minister is the visitor in care of a family he is sometimes unwilling to accept our suggestions, and seems to think that everything should be left wholly to him. Then very often the volunteer does not wish to report and does not wish to come to committee conferences. The St. Vincent de Paul Societies are under control, under the orders of a superior; the control is more direct. The first investigation of course should come from the paid agent. It takes trained skill to do that wisely. There may be such a thing as making a

fetich of training, but the experience of one who has seen many families is very necessary to keep the volunteer from doing harm while meaning to do good. We ask our visitors to visit weekly or fortnightly, never less. We ask them to report to us regularly, showing what is done, and we tried to make a rule that no one shall be a volunteer visitor unless he will visit weekly or fortnightly. We let that go because we often found faithful care was given without such regular visiting. We tried to say they must report to us, but if we think responsible visiting is being done we are satisfied now if they will give a report to us when we go for it. We don't wish red tape rules. We try to be helpful by frequent suggestions. They are trying to do good work as volunteers, and we are trying to direct and control the volunteers without giving offense. All we can do is to keep perpetually at it with as much tact and ingenuity as we have and hope for success in the end. It is a trying question, but I think that most of us agree that the unguided volunteer is dangerous. How do others succeed in directing the volunteer without authority? I should like help from other societies.

REV. J. J. FITZGERALD of New York: The question was asked by one speaker this afternoon as to the motive for changing, after a certain period, visitors who were visiting certain families and placing new visitors in their stead—whether that was the policy of the Society of St. Vincent de Paul. It is, and the reasons for making such a change may be summed up in these words: The Society of St. Vincent de Paul is very particular to avoid the possibility of this occurrence—that after a person has been visiting a certain family for a long time the person who is being relieved may come to the conclusion that this person who is bringing the relief is the instrument that is getting the relief for them, whereas, if that same person is changed then they would get no further relief. The change is made for the benefit of the society, for the benefit of the particular visitor and for the benefit of the person relieved.

There were one or two other things brought out by the speakers; one was the reason why volunteer visitors do not do their duty. Mr. Almy spoke of the reason that after they have been in a society for a certain period their work becomes somewhat luke-

warm and finally almost entirely disappears; in other words, they do not do the work assigned to them. All that I can say in respect to this is that visitors and workers of that sort do not start with the right motive. If the worker will start out with the motive that even a cup of cold water given in His name will not go unrewarded; if he will figure every time he starts to do a certain work that he is doing it for a certain purpose, that there is a promise that even the giving of a cup of cold water will not go unrewarded, I do not believe his work will become lukewarm; I do not believe he will shirk the work assigned to him. It is not the fact that the visitor is a volunteer; it is the fact that the visitor did not start out with the right motive.

There was one other matter which was brought up—I am sorry to say I have lost the note I made about it. But these two points were brought up and I have tried to answer so as to cover the question as to the volunteer worker starting with the right motive; if he does that I think his work will be well done.

MISS EMILIE G. SCHAEFER, of Syracuse: I would like to mention in connection with this matter, some experience I had in Switzerland. About four years ago I passed with a friend over a bridge in Berne, and she showed me away down in the distance some little houses and said: "That is where I pass my Friday afternoons." I said, "What are you doing there?" She said, "Well, I am in a visiting association and we go there and visit the people in some of those houses every week. We enter the association and we promise to see those people weekly." Perhaps, if this were done here the question would be answered.

MR. EDWARD T. DEVINE, of New York: I promised myself to try to keep my seat and not enter into this discussion, but can not stay out. It appeared to me as Dr. McMahon read his paper that the last word on the subject of the relation of paid and unpaid service, and of the groups of societies representing the paid and unpaid service, had been said. He states plainly the attitude each should take towards the other, and has treated the subject with absolute toleration. I could almost wish that it would not be necessary to raise any discussion upon the floor of the Conference on this subject again. So long as any society, any group of people, are really charitable, are really sympathetic,

are really sound and sensible in the work that they are doing, it matters comparatively little whether the people who constitute that group have their living from it or not.

Personally, I rejoice that there is in each of our communities a society which relies entirely upon unpaid service. It is a great thing for any community that this is so. Personally, I rejoice also that there is another society in almost every community, in the greater cities, at any rate, that relies almost entirely on paid professional service. That also is a good thing for the community. Neither one has a right to call the other black.

It is only when some one representing one of those societies stands forth before the community and says, "Look how many people we have working; we pay none of them anything at all. Some other society has a number of people at work, but they are all paid." When that is said I feel inclined to ask, "Well, what of it? What impression are you making upon the community? What are you accomplishing? Are you accomplishing more with an unpaid service than the other people with their paid service, or less? Which means the more for the welfare of the poor in the community?" If we are going to get a comparison at all, the results accomplished are the only comparison which we have any reason to make. So long as all are accomplishing good results, making a positive impression upon the community, then it seems to me it is rather better not to raise invidious comparisons of that kind at all.

As to the motive, I agree entirely with Dr. McMahon. The higher motive, the most controlling motive is the religious motive, and that also is the statement Dr. Landsberg has made in opening the discussion upon the paper of Dr. McMahon. Dr. Landsberg has, I think, put his finger upon the one point upon which there is room for a difference of opinion. He has found a possible issue, a possible contrast which it may be well for us to think about, namely, the contrast of two ideals, the ideal of control on the one hand and that of voluntary interchange of opinion, leading to mutual education on the other.

CHAIRMAN LEWIS: We will now listen to the paper by Mr. C. C. Carstens, Assistant Secretary of the Charity Organization Society of New York.

HOW TO AID DESERTED WIVES.

In a census of the number of families that were under the eyes and care of the New York Charity Organization Society on March 1, 1904, it was found that of a total of 1,469, ninety-four or 6 per cent were deserted wives.

The percentage of deserted wives among the new families coming to the Boston Associated Charities between 1889 and 1893 and again in 1899 averaged 9.33 per cent, varying from 8.75 per cent to 10 per cent.

From these figures, as well as from our general observation, we are persuaded that this evil is widespread and that the remedy must be legal, and charity can but mitigate the effects where it has ceased to encourage its increase.

By desertion we mean the abandonment of wife or wife and children and failure to provide for their support so that they are likely to become public charges. They may be either at once dependent upon public charity as public charges, or may be eking out a miserable existence without any aid or through the assistance of relatives, intimate friends, neighbors or a private charity. These last may yet be said to be in constant danger of becoming dependent upon such provision as the community makes for such as are dependent upon public funds.

Out of a group of 211 desertion cases, which represented all under the care of the Philadelphia Society for Organizing Charity during a period of twelve months a few years ago, 87 per cent of this total were such as might be called chronic, namely, where the husband had gone away at least twice, and in many instances many times, before. When this fact is interpreted in the light of his other characteristics, it means that the deserter is generally the sort of fellow who feels no great responsibility toward the other members of his family. He is often kind in his attitude toward others when he is intermittently present, rarely is a hard drinker, but is more apt to be a gambler. He is bringing children into the world as fast as he can, often goes away at the time of their birth or when the weather is particularly hot or particularly cold, when there is no work to be secured or when the wife, who is already supporting him as sometimes happens, has given up her work.

Of the above 211, doubtless some were of the type of deserter that might be called reclaimable. A hot temper on the part of either husband or wife, or a sudden impulse, whose result was quickly regretted, sometimes leads to desertion. Sometimes stubbornness prevents the husband from returning at once, but the intervention of a tactful agent of a charitable society or of a friend has patched up the quarrel and the husband has either not repeated it or, at any rate, has worked regularly for a considerable period of time after that.

Fifty-seven of the 211 wives had ceased to expect the husband to come back, had long ceased search and inquiries and could, in fact, give no clue to his whereabouts at the time he came to the notice of the society, while 55 of the men were known to be hidden somewhere in Philadelphia, or at least in Pennsylvania, but had been able to elude the search of both wife and police. Of the remaining number no statement of the husband's whereabouts was recorded. In many instances these would go to increase the figure whose location was unknown.

Some so-called deserted wives are not deserted at all, however. In a large city or even a city of medium size the easiest way of getting relief is by pretending to be a deserted wife, where the husband is away, but in collusion with the wife, or is actually around at certain hours of the day and night. This type of deserter, the spurious, though not numerous is hard to reach by law or reason.

There is still another type that may be called the half-excusable. A shrewish temper of the wife, a dirty home, neglected children, meals that furnish no nourishment, are conditions that drive some men to drink and others to desertion. Where these conditions are met by a man who shares the Wanderlust, or lacks a responsibility which with a normal man grows as he becomes the father of a family, they often become determining factors where alone they would not have a noticeable effect.

The influence of wives in establishing and maintaining a home that shall have attractions for the husband, who has ideals he has not satisfied, is not all that it should and can be. Better home-making requires definite training in cooking, sewing and nursing as a prerequisite. The mother's home can supply some of

this, but the curriculum of the public school must be modified so that domestic science will have a share of our daughters' attention.

The general term, incompatibility of temper, readily understood, though not easily defined, also becomes a cause for desertion that is sometimes half-excusable. To this might be added, difference in religious faiths of husband and wife or lack of religious convictions of either, and striking differences in nationality, as factors that have a decided tendency to increase statistics perceptibly.

The understanding of the causes of wife desertion and its cure, for to find the cure is the best way to aid a deserted wife and is our final goal, is further complicated by the fact that abandonment of wife and children is often but one of a series of lawless acts the husband commits. Instances where deserters are guilty of crimes ranging from minor misdemeanors, theft or larceny to bigamy or even murder are frequent. The present condition of the Penal Code with desertion in but one state a felony and in but few a misdemeanor, and in the rest a perfectly legitimate thing to do so far as the law is concerned, makes it necessary for all matters pertaining to desertion to stand back before prosecution for misdemeanors that all will grant are petty beside the abandonment of those for whom he should be willing to give his life.

In rare instances, of course, the wife too is not blameless, and desertion has come about from the desire on the part of the wife to get rid of the husband and possibly get separate support, or from the wife's vicious life, or even in rarer instances by the wife's using force to eject the husband. These last considerations, while not wholly to be disregarded, can be dealt with by using the ordinary charitable and legal safeguards to prevent imposition on the part of the wife under the plea of being the injured member of the family.

There is one great difficulty that charitable societies encounter as soon as the question of the relief of the deserted wife becomes a practical concrete case, and that is the tendency on the part of the community and of most of the several members of the community to regard her from the standpoint of relief as a widow with small children. Not only the deserted wife with

several dependent children, but her neighbors, her friends, even her pastor, perhaps, are hard to persuade that she should be dealt with differently from a woman with the same sized family who has lost her breadwinner by death.

It is pointed out that the welfare of children is involved in both cases, that there is inadequate support in both and that there is every reason to believe in this instance that the desertion of the husband is as good as death, and that the wife does not care to see him or to live with him again.

To this, charity workers reply, that statistics contradict the latter supposition, *i. e.*, of 211 cases of the Philadelphia society's study 87 per cent had deserted at least twice, that is, the husband had returned at least once. The husband who has deserted is, therefore, still a factor to be reckoned with, whether the desertion is genuine or spurious. He may be back to-morrow to enjoy the shelter, food and fuel that a charitable society, or perchance a lady bountiful, may have provided.

The anticipation of the husband's early return which the deserted wife feels interferes with any plan for settled living, or if a plan of dealing with the family to which the wife has given her consent has been worked out, it is quite upset as soon as the husband sets foot in the door and begins to enjoy the bounty charity has provided. This series of phenomena is then generally gone through with six months or a year later, but often with the addition that there will be a new baby and dependence will be greater, for it is a well-attested fact that the chronic deserter is peculiarly cowardly when a family's affairs promise trouble, and at no time as readily as when the stork is once more looked for in that particular tenement. It is well known to this intermittent husband that no community will fail to support the mother and child with such comforts as are deemed imperative. To treat the deserted wife under such circumstances as though she were a widow is giving unbegrudging aid, but it is also giving a cowardly husband encouragement for further successful trials.

These periods of home life of an intermittent husband, it is needless to say, are likely to be thoroughly demoralizing to the family. The wife does not settle down to a quiet sober life. She is apt to be too discouraged to make the home attractive and the

children live equally in an atmosphere of unrest. In short, after a second or third period of desertion, it is not home-life in any real sense, and separation from both parents is imperative if this is allowed to go on unchecked.

This complex state of affairs where it exists in a family's life very quickly leads to pauperism and a serious lowering of the moral tone, and it has taxed the energies of the most careful, courageous and indefatigable charity workers to cope with it. The problem has been dealt with almost entirely until recently from the charitable side. But there has been but limited success attending these efforts, and the solution is now sought by asking the states to pass laws which will recognize the seriousness of the offense.

On the charitable side, with which I am most concerned to-day, the classical procedure may be said to have been inherited from the English Poor Law. Whenever a deserted wife found it necessary to apply for charitable relief it was necessary for her to go "into the house" whence the children were many times adopted out, in other words the family broken up, unless by these extreme measures the husband persuaded himself to return to his responsibilities. It can not be doubted that this treatment which seems harsh had the effect of reducing the number of desertions materially, and spurious desertions under such mode of procedure are not likely to have been numerous. As outdoor relief grew to be given in the English communities in larger amounts, the rigors of this procedure were considerably modified. The fear of spurious desertions, as well as the other pitfalls and discouragements connected with them, have led many charitable organizations to cling closely to the English method and insist on breaking up the family, especially where outdoor relief is not available. The injury attendant upon an uprooting of the family home and a mother's tender care has, however, led others to break away from these hard and fast rules, considering above all the welfare of the children, with the result that they have gone to the extreme of considering it a problem in its essentials like that of widow with dependent children.

It would seem that there must be some way other than the two horns of this dilemma, and this lies in applying no one method

but in adapting the general methods of organized charity to this particular problem.

From the moment that a woman, who claims to have been deserted, is brought to the attention of a charitable organization, a persistent clever search should be undertaken to locate the husband. In many instances, and in many more than at first supposed, he will be found to be near at hand or in some neighboring state, where he may be reached either by law, by threat, or by persuasion. To carry on this search persistently is the great safeguard. It is rare when in the course of a few months the true state of affairs will not be revealed, though it may have been quite hidden at the start. Even in instances where he does not at once give some clue of his location, some trace of him is later found, which settles the question whether the woman is entitled to such relief as would keep her home together.

Through the work of a corresponding society of the city in which the husband is found, provision may be made for the wife's care during prosecution, and legal counsel can generally be procured through the same source. If such a local agency does not exist, it is necessary for the agent to accompany the wife in her efforts of prosecution.

Relief should always be given with the distinct understanding that legal measures must be taken as soon as the husband is located. If the desertion has been chronic and the husband is likely to return for another short period, a legal separation should also be made a condition of relief giving. Not only does the last become a test of good faith on the part of the wife, but it brings about a stability of family life that is most necessary and wholesome.

If, however, the wife asks relief upon her own terms, and those are plainly that she be helped through the episode only to have it gone all through with again, relief, except for the emergency, is unjustifiable and should be withheld as soon as a reasonable family arrangement has been presented to the wife and to the relatives. The coöperation of the latter either in caring for the children or in urging the acceptance of the alternative of prosecution, or both, is most necessary and a social force that we should utilize to the fullest extent.

In instances where, at best, the mother is unable to give her children the necessary care, or where the mother is not a person to whom relief can be given with safety, whether she be a deserted wife or not, a reduction of the size of the family to such a number as she can well take care of with or without some aid, as from previous experience it is deemed best, is desirable. Where the character of the mother is questionable or at least in some doubt, relief should not be given, but the children should be cared for through some child-saving agency.

These various conditions by no means exhaust the form in which the problem is likely to come up, but they point the way for the adaptations needed to suit the individual problem.

Perplexities and discouragements unnumbered arise in the kindly and vigorous care such problems in charity require. Many times the effort and money expended will seem to have been entirely thrown away since it led to nothing in that particular instance, and we are apt to lay the blame upon lack of a penalty among the provisions of our Penal Code. What is needed, however, is knowledge and definite experience in order that public opinion may be aroused and intelligently led to demand an effective law.

In connection with this I wish to read a portion of a letter, received from a society in the State of Pennsylvania, which I think is enlightening, dealing as it does with the question of the enforcement of their law:

"The desertion law of Pennsylvania has been used in various parts of the State, but we have not proceeded under it, nor has an attempt yet been made to secure extradition under it. The law did not become operative until about April, 1902, and it can not be applied to any cases where the desertion occurred prior to that date. We have been anxious to find a thoroughly good case in which to make an appeal for extradition, but the two or three cases which we would have liked to choose were ones where the desertion had occurred before the passing of the law.

"As to proceeding under this law in cases where the man is within the State, we do not wish to do that, because the procedure is much more complicated. I am sure, however, that you will be interested in knowing about our attempts to use it in the case

of William D——. The support orders which had been made against D—— never brought forth the least fruit in the sense of money, and a year ago this winter things were as bad as ever before, except that D—— was not living at home and the family was not increasing in size. Mrs. D—— was working early and late at washing and cleaning to earn a living for the family, and was sitting up all night to keep the children's clothing in anything like decent order. We decided that we would offer her a pension of \$2 a week and would interest a young ladies' sewing circle in keeping the children's clothes in order, if she would agree to have her husband brought into court for nonpayment of the order. Our plan was that he should then be sent up for ninety days for contempt of court, and that while he was serving that term we would lodge a detainer against him, and when his time was up bring him at once before the quarter sessions court on the charge of the crime of desertion and nonsupport, under the new law. She fell in with our suggestions gladly, and all went as planned until his ninety days were up. Then the relatives, her children and the church all united against us and urged her to give him another trial, instead of allowing him to be sent to prison for a year. To make matters worse, when his trial commenced he pleaded guilty and therefore, of course, there was no chance for any evidence to be introduced. The judge put the whole responsibility on her by asking her whether she wished him sent to prison again, or whether she would give him another trial, which always seems to me the most unrighteous thing for a judge to do in such cases. She broke down completely and asked that he be let off, as he, of course, was. Her action, I feel sure, was not due to her own wishes, but to the arguments as to the family disgrace, etc., which had been brought to bear upon her, and the alienation from her eldest boy, which she feared if she proceeded. She assured us that if he did not at once get work and assume the support of the family she would have him brought into prison again if we wished it.

"It seems that we were far too pessimistic, and needless to say we are overjoyed to find that we were wrong. He at once got to work at \$10.50 a week and has been working regularly ever since, giving all his money to her. She did not permit him

to return to her for a few weeks, but since that time they have been living together and have moved into a much better house. She continued during the summer to do a very little work, but not enough to interfere with her home duties. This winter she plans not to do any. Part of her reason for working thus far has been the fact that her employers were so anxious to have her.

"D—— had never worked at all to speak of, either before his marriage or after, and I feel sure that in his whole previous life, altogether, he had never worked as many hours as he has since he came out of prison last April. Of course, we can not be sure whether this will last, but if it does not I am confident that Mrs. D—— will at once have him rearrested. On the whole, I should say that in this case the new law was of great, although indirect, value, which really is what we expected it would be."

It is interesting to note that the above work is not that of a legal aid society, nor of a society started for the purpose of conducting prosecutions, but of a charitable society like the Charity Organization Society of New York, or the Associated Charities of Syracuse, or the Charity Organization Society of Buffalo.

Without this, time, money and effort will be continually spent with no avail. With it, many desertions will be prevented if the community will, through public and private agencies, see to it that it be enforced.

Pennsylvania and Illinois now have laws that are dealing with the evil in an encouraging way. There is scarcely a northern State where this is not actively being discussed, not by charity workers alone, but by the rank and file of citizens upon whose watchful care the enforcement of any such measure depends.

On November 4th a committee of citizens of which Mr. Frank E. Wade is chairman, whose appointment grew out of a conference called by the New York Charity Organization Society, met to prepare a draft of a bill to deal with this question. This draft is now ready for the consideration of charitable societies, that it may have their approval.

I hope that when our next State Conference meets we may have added to the statutes a law which in its main provisions may be like this draft.

As Mr. Wade, who is chairman of this committee, is present to discuss my paper, it seems out of place for me to go into a discussion of the legal side of the question with which Mr. Wade is also much more competent to deal.

CHAIRMAN LEWIS: It gives me great pleasure to introduce Mr. Frank E. Wade, Chairman of the Committee on Wife Desertion, of the Buffalo Charity Organization Society, who will discuss the very interesting paper of Mr. Carstens, to which we have just listened.

MR. FRANK E. WADE, of Buffalo: I do not intend to discuss the problem under consideration this afternoon from the viewpoint of charity or philanthropy. Mr. Carstens in his admirable paper has covered that phase of the discussion. It is my purpose to supplement his suggestions with the proposal of a legal remedy which many students of the subject believe will be effective in restricting and mitigating the evil of family desertion, and also to give an outline of the law proposed for New York State and the efforts so far made in its behalf.

By reference to the statistics presented by Mr. Carstens and to the available statistics of our large cities, it can accurately be stated that from six to ten per cent of all applications for charity for relief are cases of family desertion. A further study of the statistics will reveal that in most cases of desertion it is the young or middle-aged husband who abandons the young wife; that he is generally employed at the time of desertion and often a skilled workman; that the largest proportion of children left destitute are of tender years; that a tendency to roam in some men is the chief cause of desertion; that there is a type of intermittent deserter known as the chronic deserter; that in most instances the deserter leaves the locality where he lives and usually departs from the State; that the principal cause of desertion is moral delinquency in the man due either to self-indulgence or to a reckless evasion of marital obligations.

If it appear that moral delinquency in the man lies at the root of most cases of family desertion, why should not the same punitive remedies be resorted to as in other violations of the moral law? Why should this offense, which is admitted to be the cause of untold misery, which imposes a grievous burden upon public

and private charity, and which creates innumerable nurseries of pauperism and crime, escape the strong arm of criminal prosecution?

An examination of the penal statutes of the State of New York will show that the only provision of the Penal Code and the Code of Criminal Procedure especially intended to correct and punish the evil of family desertion are those portions of section 899 of the Code of Criminal Procedure which, among other disorderly persons, designate "persons who actually abandon their wife or children without adequate support, or leave them in danger of becoming a burden upon the public, or who neglect to provide for them according to their means; and persons who threaten to run away and leave their wives or children a burden upon the public." The Code directs that upon conviction such persons must give an undertaking with one or more sureties to indemnify the public against their wives or children becoming charges within a year, and in default of the undertaking the police magistrate must commit such persons to a jail or penitentiary for not more than six months.

This offense is not even classified as a crime. The Court of Appeals, in *People ex rel. Commissioner of Public Charities*, says, in discussing desertion "if not a crime within the meaning of the Penal Code, it is clearly of a criminal nature." The statute certainly furnishes no incentive for action by the police or criminal processes when the offender leaves the limits of his own locality, and is not very effective beyond its boundaries. No extradition could possibly be secured under this section.

Let us see if there be any other provision of the criminal law that directly or indirectly can be utilized to reach this class of offenders. Section 387 of the Penal Code provides that a person who deserts a child under 14 years of age in any place, with the intent wholly to abandon it, is punishable by imprisonment in a State prison for not more than seven years, or in a jail for not more than one year. This section was enacted for the punishment of exposure of children, such as leaving children on door steps or public places, and its phraseology, "in any place with intent wholly to abandon it," would preclude conviction for abandonment of the child in the home. No prosecution for family

desertion was, so far as I learn, undertaken under this act, and I feel satisfied that proof of the intention of the deserter wholly to abandon the child and not return to it would be practically impossible.

Section 288 of the Penal Code provides that a person who wilfully omits without lawful excuse to furnish food, clothing, shelter or medical attendance to a minor is guilty of a misdemeanor. This provision is one of the several sections of the Penal Code, in regard to cruelty to children, which were secured by the New York Society for the Prevention of Cruelty to Children and was drafted specially for the needs of that splendid organization for its work in New York and was not intended to cover and does not mention or contemplate the abandonment of children in the home. Even when the offender under that section leaves the State, the New York Society does not reach him, and does not feel satisfied that it can secure extradition.

We can, therefore, reasonably conclude that there exists a condition in New York State where men of intelligence, skilled workmen, men strong and capable of supporting their families, are in large numbers deserting their wives and children, shifting their support upon public and private charity, creating a miserable condition of pauperism and crime, and resting secure from penalty or punishment in places known to the investigators, and that the laws of the State of New York have not been and are not capable of reaching them.

At least such were the conclusions arrived at by a committee appointed by the Buffalo Charity Organization Society in the spring of 1902, to investigate this subject at the suggestion of Mr. Frederic Almy, the able secretary of that organization. The committee, of which the speaker was chairman, drafted a law making family desertion a felony, and the same was introduced to the Legislature of 1903.

The bill provided that the abandonment of wife or children in destitute circumstances be a felony; that all restrictions be taken off the testimony of the wife; that all fines collected be applied in the discretion of the court to the support of the wife or children, and that all the penalties of the criminal law imposed for former convictions of felony or misdemeanor be removed. In

the committee of the Senate and Assembly the proposed law was amended by President Lindsay of the New York Society for the Prevention of Cruelty to Children, and opposition to its enactment developed.

The Buffalo committee decided to request the support of the charitable and philanthropic societies of New York City. Mr. Edward T. Devine, the efficient secretary of the New York Charity Organization Society, who has long been a student of the problem and in sympathy with the proposed legislation, called a conference on family desertion in the library of the New York Charity Organization Society, to which representatives from the charitable and philanthropic societies of New York City, Philadelphia and other cities were invited. As a result of the conference, the following committee was appointed to investigate the subject, draft a bill and secure legislation, if possible: Dr. Lee K. Frankel, Manager of the United Hebrew Charities of New York City; Mr. E. Fellows Jenkins, Secretary and Superintendent of the New York Society for Prevention of Cruelty to Children; Mr. Leonard E. Opdycke, representing the Association for Improving the Condition of the Poor; Mr. Edmond J. Butler, representing the St. Vincent de Paul Societies of New York City; Hon. Charles E. Teale, Deputy Commissioner of Charities of Brooklyn; Mr. Herman Stiefel, Assistant Corporation Counsel of New York City; Mrs. Rosalie L. Whitney, Attorney for the Legal Aid Society; Mrs. Helen Mansfield, representing the New York Charity Organization Society; Mrs. E. G. Simkhovitch, representing the Social Settlements of New York City, and Mr. Frank E. Wade, representing the Buffalo Charity Organization Society.

The committee has had the subject under consideration for the past year, and on the 4th of November a meeting was held in New York City. The committee drafted a bill at this meeting which will be introduced at the next session of the Legislature, and also adopted a resolution that each member request the support in its behalf of the organization which he or she represents.

The proposed law will be known as an act to amend the Penal Code, in relation to the abandonment of children, and inserted, if enacted, as section 287-a in the Penal Code. It will make the abandonment of a child under 16 years of age in destitute

circumstances a felony punishable by imprisonment for not more than two years or by a fine not to exceed one thousand dollars, or by both, and includes all the provisions of the bill introduced in the Legislature of 1903, except the desertion of the wife.

The penal laws of the State of New York are particularly favorable to the merciful enforcement of a law such as the one proposed. Our judges have the power to suspend sentence after conviction, and the recent enactment of the Adult Probation Law will operate to give this class of offenders a fair chance to reform and assume their family obligations under proper safeguards.

There does not seem to be any valid reason why, after the enactment of such a law, the deserter can not be brought back from any part of the country. If the crime be made a felony, it does not seem reasonable that the Governor of this or any other State will refuse extradition, especially if the application be presented and backed by some organization.

There is a general response among students of social questions all over the country, to the necessity that family desertion be met by vigorous penal legislation. Ohio has a law making child desertion a felony, which is working well and under which extradition is successfully secured. Pennsylvania and Illinois have laws making family desertion a misdemeanor, but it is doubtful if such extradition will be granted. Minnesota had a law making wife desertion a felony, which failed because the testimony of the wife could not be compelled. Several other states have also passed laws making family desertion either a felony or a misdemeanor.

The members of the committee appointed at the New York City conference believe that the enactment of the law drafted by them will be effective in mitigating the evil of family desertion in New York State. We believe that it will make possible the extradition and return of many offenders to their families or to a merited punishment. We believe that its existence on the statute books will deter many self-indulgent and indifferent men from abandoning their families, and will persuade the intermittent deserter to stay more frequently at home. Firm in these convictions we solicit the approval of the proposed law by this Conference, and the support and assistance of its members in case

the bill meets with opposition in the next session of the Legislature.

CHAIRMAN LEWIS: Is there any further discussion of these papers?

MRS. D. L. COVILL, of New York: I wish to say that we have established during the past year a home for women who are dispossessed, women that come to us from charity organizations, and from the police, and from the commissioners. We know something of their sufferings and their sorrows. We know something of the mother's love, how hard it is for those mothers to struggle against poverty and want and distress, and finally to give up their little ones, which is the hardest part of all. Only the other day there came to us a poor woman with three children, one four years old, a cripple, one three years old, and a sick baby. Her husband had gone for a winter vacation, leaving this mother without a penny to buy milk for the baby. We took her to this home. The baby died from the effects of cold and want. The cripple was cared for in one of our hospitals. And that delicate woman didn't seem to realize her situation, for she said, "Mrs. Covill, George will come back in a little while; he goes away often." It is a pitiful condition of neglect, and I do hope that something may be accomplished in this Conference to aid these poor mothers, something that will punish these men who will go away from their homes and the dear little children.

The Vice-President, Rev. Max Landsberg, D. D., then assumed the chair and the session was adjourned.

SEVENTH SESSION.

Thursday Evening, November 17, 1904.

The session was called to order by the President at 8:25 p. m.

Mr. William George, of the George Junior Republic Association, of Freeville, N. Y., made an explanation in regard to the excursion to the Republic to take place Friday, November 18th, and invited all present to take the same and inspect the institution and make any criticisms they desired.

The Committee on Organization, through Mr. Butler, the Secretary of the Conference, presented its report which will be found at the close of this volume.

PRESIDENT HEBBERD: You have heard the report of the Committee on Organization. What is your pleasure with respect to it?

REV. D. J. McMAHON, D. D., of New York: Mr. Chairman, it is not without a pang of regret that we assemble here to listen to this report, because it brings to view the close of this Fifth Conference of Charities and Correction, one that has been so ably guided and so well managed under your potent directorship. Under Mr. Hebbard I think we have had one of the best conferences we have had during these past five years, and although we know a vote of thanks will be given from the Committee on Resolutions, I think that from the floor of the house the outspoken opinion of everyone of us should go forth in respectful praise to the president. This is not exactly the closing session, but one in which we are looking forward to the next Conference, and while we sorrowfully approach the closing hour of this Conference, it is with a feeling of great joy we welcome one who is to take his place in Mr. Nathan Bijur, with the able secretary, Mr. McLaughlin, nominated by the committee. We have, in these two officials, charities and correction well personified—the president, representing as he does great charities in New York, and who we feel has been a strong man among us. There is nothing that draws us together, brings us closer together, than to know when we are in trial that we can depend on a man; and when, a few years ago, 300 of us went up to the Senate chamber to oppose the abolishment of the State Board of Charities, then it was that Mr. Bijur, the president-elect, showed himself as he was, not only a strong charity worker but one able to battle well for the interests of charity then in peril. In Mr. McLaughlin, as well, the cause of correction will, I am sure, be well brought forth before the future Conference. Therefore, Mr. President, I move that the report of the committee be received and adopted by a standing vote.

MR. McLAUGHLIN, of Albany: I second the motion, and in-dorse the sentiments of the speaker who has preceded me, with the exception of those remarks which apply to myself.

The report was then adopted by a standing vote.

PRESIDENT HEBBERD: In accordance with the provision of the by-laws, I now take pleasure in turning the meeting over to the Chairman of the Committee on Politics in Penal and Charitable Institutions, Prof. Fetter.

Prof. Frank A. Fetter, of Cornell University, Ithaca, then took the chair and presented the report of the Committee on Politics in Penal and Charitable Institutions.

REPORT OF THE COMMITTEE ON POLITICS IN PENAL AND CHARITABLE INSTITUTIONS.

This report will deal with the facts of the past year in relation to politics in the local and State charitable and penal institutions, following the thought of former committees that these annual reports taken as a series should afford a history of the developments in this field.

LOCAL CONDITIONS.

In the local institutions progress is slow and uncertain. There has been no material change since the report made by the committee of this Conference in 1901. The appointments are almost exclusively from among party workers, and changes occur not only with party changes but with changes of factions. Outside the largest counties no competitive test is required, and appointing powers are free to act from purely political or personal motives. If the conditions in jails and almshouses are improving somewhat, the improvement is due to State inspection, to the work of the county visiting committees, and to the growth of public opinion. The meagreness of the salaries and the slight opportunity for promotion, or even for retention as a reward of faithful work, effectually discourage the growth of a professional spirit among the officers. Nevertheless, because of a strong public sentiment compelling good appointments, some almshouses are well and economically managed, but in many other cases the

incapacity of the county superintendents of the poor and of the keepers of the almshouses is the cause of recurring scandals.

It would be impossible without great labor to obtain accounts of more than a fraction of the abuses that come to light within a single year in the local institutions. These illustrations may, however, be given. In Lewis county, a chance majority in the board of supervisors led to the removal of the efficient keeper and matron and to the appointment of officers who, though personally honorable, were inefficient for the work. An appeal, inspired in part by the county visiting committee, brought from Attorney-General Cunneen the opinion that in the conditions there existing the superintendent of the poor, not the supervisors, had the right of appointment; whereupon, the former incumbents were reinstated.

In Tompkins county there was brought to the attention of the board of supervisors a number of evils in the management of the almshouse and of deficiencies in its financial accounts. After much negotiation, and apparently to avoid further political scandal, a settlement was reached and the keeper, who was of the same political party as the majority of the board, was retained.

In Ulster county, the inspectors of the State Board of Charities had for years called attention to the abuses in the administration of the superintendent of the poor and in the management of the almshouses, but the supervisors failed to take any action. A new investigation by the State Board revealed a year ago even worse conditions than had been known before, and the State Board of Charities recommended that a criminal prosecution of the delinquent officers be undertaken.

Many that are familiar with the problems of the rural almshouse and of the local jail believe confidently that the rules of the State Civil Service should be extended to such institutions.

The defeat of the fusion party in Greater New York a year ago was followed by an almost complete change of the higher officials in the penal and charitable departments. The Democratic State platform had declared that such institutions should "be made absolutely free from all partisan influences," but the ingoing administration dismissed the heads of departments who, by common consent, had conducted their work along nonpartisan

lines. Although the Commissioner of Charities appointed had no previous knowledge or experience in this work, he has been commendably open to helpful suggestions. The department has continued to move with the impetus gained in the previous two years, which had been truly epoch making. In another important respect the new administration is deserving of much praise. It seems to have made little, if any, effort to break down the protection offered by the Civil Service Law to those holding positions in the competitive class. Hitherto, whenever a partisan administration has been installed, extensive changes have been made by forcing out incumbents through reduction of salaries, transfer to undesirable duties, unnecessary reduction in the number employed, or dismissal on flimsy charges. That these acts have not been noticeable in the charity department of the McClellan administration, speaks much for the progress of recent years in the cause of civil service reform.

The Democratic Commissioner of the Department of Corrections under the Low administration, Mr. Thomas W. Hynes, who had conducted the work in an efficient non-partisan manner, was superseded by a partisan appointee who, however, had had four years of experience, not without success, under a former administration.

STATE INSTITUTIONS.

The rules of the civil service apply to a large proportion of the positions in the State institutions. For example, of a total of 460 in the qualified service of the State prisons, 414 hold competitive positions, among the exceptions being wardens, chaplains and physicians. The principal interest of students of this subject has centered, therefore, in the past three years upon the working out of the system of centralization, advocated by Governor Odell. No more legislation has been passed on the subject since 1902. The acts most disquieting to the philanthropic workers have not been the cruder, but the more subtle sort that threaten to undermine the morale of the institutions and subordinate them to partisan political ends. The very keenness and suspicion of philanthropic citizens has tended, of course, to limit such abuses during this period.

The appointment of Dr. Mabon as President of the Commission in Lunacy is worthy of the heartiest commendation. There is, nevertheless, a widespread belief, among those in a position to know, that the Commission in Lunacy has attempted, or at least had been used, to work politics in connection with the State hospitals. A Republican of high standing informed the committee that he had positive knowledge of such attempts, but was not in a position to discuss them specifically. He added: "When centralization has done its perfect work and the State hospitals are manned by political appointees, it will be a sad day for the inmates." Officers of the hospitals expressed personally to the committee their belief in the demoralizing influence of the change. The evil was only in small part what has actually been done in the way of interference; it was the general sense of insecurity that has pervaded the institutions ever since the present policy was entered upon.

In connection with the Commission in Lunacy there was created by the last Legislature a salaried board of alienists apparently for political and for no other purposes. The secretaryship was awarded to Michael Hines, whose qualifications were that he was the Republican leader of the Second Assembly District of New York City and a Bowery saloonkeeper. How such an appointment came to be made by so reputable a body as the State Commission in Lunacy is a mystery.

In the matter of the prisons the shameful history of Napanoch, and its use as a tool for political ends in the past four years, calls for the strongest condemnation. This institution was begun as a reformatory to relieve the overcrowding at Elmira, but soon it was taken out of the control of the board of managers and put under the State Superintendent of Prisons. This change, in accord with the policy of centralization, was made against the protests of all the prison reformers in the State, who saw in it a partisan purpose. Before the prison was completed the policy of economy was ignored and a full set of officers was appointed. The first superintendent was a man of no experience, but a good farmer and engineer, and made a fairly good officer; but just as he had gained some experience he was removed to make place for a certain Jacob Snell, whose qualifications were that he "car-

ried Montgomery county around in his pocket" for the Republican party. It must be said in partial defense of the Superintendent of Prisons that he did not wish to make this notoriously unfit appointment, but he was compelled to do so by political pressure from the center of power.

In contrast with this occurrence, the calling of Mr. Joseph F. Scott to Elmira is an illustration of how the best man may be sought and found when that is the main object in an appointment. Mr. Scott was well situated at Concord, Massachusetts, where he had been for years the Superintendent of the State Reformatory. He had no desire to leave. He has an independent income. He was quietly approached by a member of the board of managers of Elmira and, recognizing a great opportunity to do a new work, he accepted the call. The board of managers paid no attention to State lines, but determined to have the best man to be found anywhere in the country for the money the State had to pay. In the opinion of experts, Mr. Scott has revolutionized the Reformatory in the last eight months, and is making it worthy of an even greater reputation than it has ever before enjoyed.

The lesson in this contrast is not so much that a particular agency should make appointments, though this factor is not insignificant, as that appointments should be made in the right spirit. When under political pressure from the former State boss the same board of managers had, it would seem, not been entirely fortunate. The ideal is to give to competent boards of managers power to select, from any portion of the land, and without dictation from the center of power, administrative officers who have made charity or penology a profession, and who have demonstrated their fitness. An appointment of a nonresident is not necessarily better than one of a resident of the State, but such a method as that followed in this case is strong evidence that the appointment is made upon merit and not for partisan purposes.

PUBLIC SENTIMENT.

The fundamental fact in the administration of the State's benevolent institutions is public opinion. Conditions in this branch of the service will be just as good as the whole people

deserve and just as bad as the people permit them to be. Politicians are the people's choice. If the people are indifferent to the policy of spoils, only spoilsmen can succeed in politics and the man of higher ideals of public duty is quickly eliminated from public life. The pressure upon the higher officials with appointing power is so strong that they can not resist the greedy grafter, unless the mass of the citizens demands and recognizes good public service. The corruptionist and the vote catcher are ever on the alert; and the citizen who is ready to put party service above public welfare is the unconscious accomplice of the crimes and corruption of government. The apparent trend of things in this State during the past few years has caused men to exclaim with bitterness: "The facile adept in machine politics becomes the arbiter of the State administration; legislators by threats compel State officers to employ men ludicrously incapable of fulfilling the duties of their positions; public office for public service, and not for personal or party gain, seems now to have passed entirely from the public mind."

But there are many hopeful evidences of the spread of the sounder sentiment, and in certain important ways the past year has been a notable one. The particular policy which has so alarmed the philanthropists of the State has been everywhere repudiated and discredited, and there is promise of a resumption of progress toward better things.

The evil in the recent policy of centralization is only in part the particular device of organization or machinery of government adopted, though that evil is a great one in that it exposes the Governor, or the political boss (or perchance both combined) to an irresistible temptation to use his power for partisan ends. The still more fundamental evil is that steady and healthy progress in the charities of the State is made impossible. It must be recognized that the policy of centralization applied to benevolent institutions is grossly unpractical because it overlooks the spiritual aspects of philanthropy, without which no machinery of business organization can be more than an empty shell. The self-styled business Governor is peculiarly liable to blunder at this point if he has not knowledge to guide, sympathy to suggest, and

patience to stop for counsel and the voice of experience. Better methods can grow only out of experience, and in a republic only as a result of an intelligent public interest in the subject and of a demand from the progressive friends of the institutions. The policy of centralization, when first sprung upon the Legislature, had not been an issue in a campaign, was not in response to popular demand, and was in opposition to the unanimous judgment of the philanthropic workers of the State, regardless of party, religion or personal bias. Its wisdom was doubted by many of the legislators, who were forced by the demand for party regularity to vote for it. When a Governor forces an unwilling Legislature to accept an unwise measure, it is a denial of representative government. When a Governor ignores all reasonable advice from public-spirited citizens it is a defeat of free institutions, which must be shaped by public opinion.

Happily, these facts are being generally recognized. The past three years have been richly instructive. The nonpartisan management of benevolent institutions was made an issue in the campaign of two years ago by one of the parties, and although the other party ignored the question the result of the election had its lessons. This year, therefore, for the first time, the subject became a prominent issue. The Democratic platform and candidate for Governor first expressed strong disapproval of recent tendencies. The Republican candidate, who had supported the so-called Odell charity program on every vote and occasion, was handicapped by that record in the fact of the rising sentiment. He met the situation promptly in his speech of acceptance, and in a number of his other utterances he virtually repudiated the recent policy and emphatically put himself on record as favoring a changed philanthropic program. Extracts from his speeches were widely circulated as campaign documents. Among other things, he said: "If elected Governor I shall lose no opportunity to advise and coöperate with the great army of philanthropists." "Niggardly economy should not prevail against the health, well-being and cure of these charges of our State." "The management of the State charitable institutions should be absolutely free from partisanship, and they should be so administered as to retain the active interest of philanthropic citizens." "I am in favor of re-

establishing local boards of managers of State hospitals for the insane." If these things had been said before, instead of after the campaign opened, they might have quite disarmed the opposition of those members of his own party who for three years had in vain advocated such principles. As it was, many Republicans were irreconcilable and incredulous of Mr. Higgins' power to redeem such promises. But, unquestionably, a large number of Republican voters interested in this issue did, solely because of these declarations, accept and support the candidate of their party. Their decision on this question had no small part in the result.

The most significant fact is that tens of thousands of voters of both parties recognized that the nonpartisan management of the benevolent institutions was one of the most important questions in the State campaign, and that both candidates put themselves so fairly and squarely on record in favor of the merit system. Even the present Governor, in expressions undoubtedly referring to this issue, spoke in the last days of the campaign of some mistakes of his administration which Mr. Higgins might correct if successful at the polls. The realization of the admirable pledges of the Governor-elect would mark an epoch in the history of the charities of this State, for whose development so much remains to be done. It may be proved here, again, that the darkest hour is just before the dawn. The recent period of rebuffs and discouragement bids fair to be followed by a new era of progress. In a moment bright with promise the philanthropic workers of the State await with hopefulness the events of the coming year, ready to assist and to applaud the good work which the new administration is pledged to accomplish, but ready to protest again in no uncertain terms if those pledges remain unredeemed.

CHAIRMAN FETTER: The first paper on the program is "The Civil Service Law as Applied to Penal and Charitable Institutions," by Charles S. Fowler, Chief Examiner State Civil Service Commission, Albany.

THE CIVIL SERVICE LAW AS APPLIED TO PENAL AND CHARITABLE INSTITUTIONS.

When we speak of "Politics in Penal and Charitable Institutions" we have in mind, of course, the public institutions and the evil effects of treating their business, especially in the matter of appointment and employment, as political spoils. Much has been expected and something accomplished in the eradication of evil conditions through the Civil Service Law. The method of application of the law varies somewhat in the State, the cities and the counties.

The law requires that rules must be prescribed for the service of the State of New York and for each of its cities. The classification of the county service, on the other hand, is not required, but authority is given the State Commission, with the approval of the Governor, to classify and establish rules and examinations for the service of such counties and other civil divisions of the State "as after due inquiry shall be found practicable." For the State and county service the rules are established by the State Commission, with the approval of the Governor, and the examinations are conducted by the State Commission. For each city rules are to be made by a municipal commission, subject to the approval of the State Commission, and the examinations are wholly in charge of the municipal commission.

I shall attempt in this paper to show briefly what has been done by the State Commission in the State and county penal and charitable institutions.

The law divides all positions in the civil service into two grand divisions—unclassified and classified. The unclassified service is enumerated in the law and includes all elective offices, legislative officers and employees, officers appointed by the Governor, heads of departments, teachers in public schools, and some others specifically described. The classified service covers all positions and employments not in the unclassified service. Then, following the language of the Constitution, that "appointments and promotions in the civil service of the State, and of all the civil divisions thereof, * * * shall be made according to merit and fitness, to be ascertained, so far as practicable, by examinations, which, so far as practicable, shall be competitive," the Civil

Service Law provides for the division of the classified service into three classes:

The exempt class, including positions to which appointments may be made without examination;

The competitive class, in which appointments must be made by selection from not more than three persons who are certified as having received the highest standing in open competitive examinations conducted by the Civil Service Commission; and

The noncompetitive class, positions which may be filled by persons nominated by the appointing officer, provided such persons shall pass the examination prescribed by the Commission.

The exempt and noncompetitive classes include only the positions so enumerated in the rules, while the competitive class is a residuary class including every position not so enumerated.

It will thus be seen that the responsibility for the classification rests with the Commission, which, subject to the approval of the Governor, must determine *in the rules* the classification of each position. In this particular the New York law follows the Federal law and agrees with the Massachusetts law. The Illinois law relieves the Commission of this responsibility by enumerating in the law itself the positions which are exempted from competition. In this State it will be seen that the final responsibility falls on the Governor, as he can at all times control the personnel of the Commission. If we have a Governor who is in sympathy with the law he is in position to insist on a thorough enforcement of its letter and spirit. On the other hand, an unsympathetic Governor can manipulate the classification to meet his own ends. That this is not done to a greater degree than it is, is a proof of the strength of the popular and official belief in and support of the merit system.

THE STATE SERVICE.

The State penal and charitable institutions fall into three groups, in respect to the manner in which the law has been applied to them:

- I. The prisons and reformatories for male adults.
- II. The State hospitals.
- III. Other charitable and reformatory institutions.

I. In the Prisons and Reformatories for Male Adults.

The classification in force places the warden or superintendent, the clerk (appointed by the Comptroller), the chaplains, the parole officer and financial agent in the exempt class—thirty-two positions in the five institutions, of which sixteen are chaplains and religious instructors. In the competitive class are about four hundred positions, including guards, assistant clerks, stenographers, physicians, engineers and foremen and instructors in trades and industries. Besides these there are about twenty-five employees who are classed as noncompetitive or laborers.

The position of prison guard was included in the first open competitive examination of January, 1884, and examinations for this position and that of reformatory guard have been held annually or oftener ever since. The nature of the examination has been varied slightly, until we have settled down to the following basis: Out of fifteen points the physical and medical examination by the Commission's examiners counts five, experience counts two and a written examination counts eight. Of the eight points assigned to the written examination, five are given to questions designed to test the understanding of the duties of the position and the ability to remember and record instructions given verbally, leaving three points for the scholastic test, covering spelling of simple words, the fundamental rules of arithmetic and plain copying. Under the head of experience we consider the age, schooling, former occupations and the replies received to letters of inquiry concerning the candidate's habits and reputation sent by the Commission to his former employers and others who know him. For other positions, including physicians, foremen and instructors in the industries, engineers, clerks and stenographers, competitive examinations are held when required, or names are certified from the general eligible lists.

The higher positions in the prisons are regularly filled by promotion from the lower, usually after competitive examination.

Of the success of the merit system in procuring fit persons for the prison service, I can only say that prison authorities are well satisfied with the system and are willing to take the men certified by the Commission practically in the order of their standing on

the lists without availing themselves of even the limited freedom of selection afforded by the rules.

That removals from the service are infrequent is shown by the following statistics gathered from the official roster of Auburn prison: Of the officers and employees classified in the competitive class, one has served over thirty years, another over twenty-five years, three over twenty years, five more than fifteen, thirty-nine more than ten, seventeen more than five years, and only seventeen less than five years. These figures do not include the foremen in the prison industries, all of whom have been appointed since the reorganization of those industries in 1897. The largest five-year class consists of those appointed during the five years ending with 1894, when both the Superintendent of Prisons and the warden were of an opposite political faith to the present incumbents and when, under a decision of the Court of Appeals, competitive examinations were not required. In the matter of appointments, the record shows that from the eligible list recently expired, which had been in force a little more than a year, a total of thirty-nine names was certified to the three State prisons, and that out of these, thirty-six were appointed or declined proffered appointments, whereas, the extreme liberty afforded by the rules would have allowed the use of some sixty-five names from which to select that number. As these persons had nominated themselves and qualified in open competitive examinations in which nothing of politics can be disclosed, I think we can safely say that the record shows that politics has no appreciable influence in appointments or removals in the prisons.

The prison service shows the merit system at its best. And for what reasons?

The service is for the most part one which can be performed satisfactorily by men of ordinary intelligence and common attainments. It is fairly well-paid and is well-known. The examinations, therefore, attract a good many competitors, and on the whole we are able to put the best men at the head of the list for selection. No examination system is infallible. Good men will fail in examinations—rather more frequently, I think, than poor men will pass, but *some poor men* will pass, and if upon trial they are found wanting the remedy is dismissal. But by far

the most potent reason for our success in this service is the hearty acceptance of the results of the examinations by the Superintendent of Prisons and by the wardens. They look upon the system as a help and not a hindrance, attempting always to get the best it will afford and thereby simplifying their work and that of the Commission.

We can all remember the time when a change in the political control of the State government brought a "clean sweep" of the prisons. Such a condition to-day is almost unthinkable.

II. The State Hospital Service.

In the State hospital service the only major places exempt from examinations are those of the attorneys and the chaplains. Less than 10 per cent of the other places are included in the competitive class, including the superintendent, the medical staff, the steward, the clerical force, matrons, apothecaries and engineers. Over 90 per cent of all the employees are subject only to a non-competitive examination after selection for appointment by the superintendent, or are exempt from all examination as laborers. The positions of superintendent and first assistant physician are filled through competitive promotion examinations open under suitable regulations to those on the medical staff of any of the hospitals, but not to outsiders. Entrance to the medical staff is through open competitive examination for the position of interne at \$600 a year, junior physician at \$900, and woman physician at \$1,000, with maintenance in each case. The chief difficulty in filling these positions is to obtain a sufficient number of qualified applicants. In spite of all its efforts by thorough publicity and frequent examinations, the Commission can not certify enough eligibles to fill existing vacancies, and this is true a great part of the time. The examinations are conducted by a committee of hospital superintendents, under the direction of the Commission.

From a civil service standpoint, the striking feature of the State hospital service is the great number of positions in the non-competitive class. These include those in the ward service, the kitchen and laundry service, the firemen, and mechanics in the skilled trades generally—in all, over 90 per cent of the hospital service. The examinations for these positions are conducted by

local boards of examiners selected by the superintendents, with the approval of the Commission, from the higher officers. The examinations are very elementary in their character and the Commission exercises very little supervision over them, merely to see that a certain minimum standard is more or less uniformly maintained and that applicants for places involving skilled labor show a reasonable experience in the trade or employment for which they apply. I have never been able to see any value in these examinations, though some of the superintendents have told me they would rather have them than not, but I have hesitated to recommend their abolition until something better could be put in their place.

This classification has been in effect substantially in its present form since the first civil service rules were established. It is based in part upon the low compensation of the places which would be likely to prevent any very lively competition for them, and in part upon the idea that the service required of most of them demands certain personal traits hard to discover by any examination. Then there is the consideration that the superintendent himself is selected through the merit system and, therefore, less likely to be subject to improper influences in making appointments. These considerations have force, but I believe with sufficient study and coöperation between the hospital authorities and the Commission an efficient plan of competition might be worked out. The question whether an attempt ought to be made to apply competition to these minor positions in the hospitals is the question whether improper influences do affect appointment and retention in them, and whether better service could be obtained through competition.

III. Other Institutions.

The conditions in the other institutions differ only in degree from those in the prisons and hospitals. Institutions differ so much that no general conclusions can be drawn. The most serious thing with which the Commission has to contend is the lack of suitable candidates who will accept the compensation provided in these institutions for disciplinary officers and nurses. The superintendents frequently complain of the poor quality of the persons

certified by the Commission, and these "poor quality" eligibles, the best we can get to apply, are continually declining positions when offered, because of the low compensation for the onerous duties. Repeated appeals to the Fiscal Supervisor to recommend relief in the way of a moderate increase of compensation have so far been unavailing. The Commission has repeatedly been compelled to allow appointments without examination. The easiest remedy *may be* by the regulation of the salaries by law, as was done last winter in the State hospital service.

THE COUNTY SERVICE.

In accordance with the power granted it by the Civil Service Law, the Commission in 1900 classified the service of Erie, Kings, New York, Queens and Richmond counties, including the county jails, almshouses and penitentiaries, so far as they are under the county jurisdiction. This classification was at once attacked in the courts, especially in so far as it related to the jails. One case arising in Erie county over the attempt of the Commission to classify certain jail employees in the competitive class was decided adversely to the Commission by the Appellate Division and was not carried further. Other cases arising in Kings county were decided against the Commission by the lower courts and were reversed by the Court of Appeals on a question of procedure. We have not yet been able to obtain any final decision of these questions upon the merits. Under the circumstances the Commission naturally feels that it is undesirable to attempt the extension of the competitive class in the counties already subject to the rules, or to try to extend the rules to any new counties.

RECAPITULATION.

By way of summary, I would say that we have found that the system of competitive examination works well in the prisons under the conditions described. It can be extended to the great majority of places now exempt with benefit to the service, as is shown by the experience of the Federal and Chicago Commissions. The pressure upon the Commission and the Governor to exempt important places is so great that political exigency is

likely to override considerations of the public good. If you are convinced that extension of the system is desirable, I should advise you to work for specific legislation, providing that specified places shall be competitive, either general or special. We have such statutory provisions for the superintendents and physicians of the State hospitals, the Rome State Custodial Asylum, the Raybrook Hospital for Consumptives. This is a start. If it is a good thing, push it along. Why not have a similar provision for the wardens of the prisons, the superintendents of the reformatories, the keepers in the county jails, and so on. That sort of legislation once enacted will stand, but the history of all civil service commissions having discretionary powers of classification shows great inconsistencies in the treatment of similar positions and many special changes of classification which it would require the utmost charity to attribute to a desire for good government. The success of the merit system must depend finally upon the demand of the people for good appointments and their faith that the examinations really do offer fair and equal opportunity to all to demonstrate their fitness for the public service. If we believe in the system and desire its success we must cultivate this demand and this faith.

CHAIRMAN FETTER: The discussion will be opened by Mr. John Lord O'Brian, of the Civil Service Reform Association, Buffalo.

MR. JOHN LORD O'BRIAN, of Buffalo: I am sure that Mr. Loomis and I feel greatly flattered to be invited here to talk on this subject of civil service, though I don't know why the city of Buffalo should be so complimented as to have two of its citizens selected to talk on the same subject.

A close reading of Mr. Fowler's paper brings to light two important observations: First, the fact that in the State hospital service only about ten per cent. of the officers and employees are in the competitive class, the remaining 90 per cent. being in the exempt and in the noncompetitive classes; and second, the fact that ten years after the adoption of the present State Constitution only five counties out of 61 have any civil service regulations in force governing their county institutions.

Speaking of the subordinate places in the hospital service, Mr. Fowler justly condemns the system of qualifying examinations—post-mortem examinations they are called by some—which is the accompaniment of the noncompetitive classification. Summing up this part of the question, Mr. Fowler makes one statement with which I would disagree. There he says: "The question whether an attempt ought to be made to apply competition to these minor positions in the hospitals, is the question whether improper influences do affect appointment and retention in them, and whether better service could be obtained through competition." For this statement brings into question the advisability of having a competitive system which shall apply to minor as well as to superior offices.

And it also brings up the question of whether we are not wholly forgetting the fundamental principle of civil service regulation, viz., that it is to be a "merit system." In the early days of the reform the establishing of a system of competitive examinations was the consummation for which every one labored; it was to be the safeguard of the entire system. By establishing open competitive examinations for entrance and also for promotion the field of civil service would attract men, because it would present opportunity for a life career—something unattainable with a hybrid system like that now in vogue in the State hospitals where part of the positions are exempt from any test of examination, where about 90 per cent. are subject to examinations held after appointments have been made, and about ten per cent. are really governed by a competitive test. Whether or not a nurse or attendant or a more important employee can hold his place and advance himself under such a system depends not upon the worth of the man, but upon the accident of whether or not he has a good superior officer untrammelled in making his appointments.

In 1894 we adopted a State Constitution which provided that "appointments and promotions in the civil service of the State and of all the civil divisions thereof, including cities and villages, shall be made according to merit and fitness, to be ascertained, so far as practicable, by examinations which, so far as practicable, shall be competitive * * *. Laws shall be made for the enforcement of this section." Can anything be more clear? We

have a law made to enforce this section, a law of which we boast, yet it in effect deliberately exempts from examination all sorts of positions—heads of departments, deputies, legislative officers and employees, and leaves a multitude of others at the mercy or discretion of a State Commission.

Then the general attitude of the courts has been unfriendly if not hostile to a fair interpretation of the law. The courts measure better than we know; the will of the people and the whole subject of civil service regulation is, we may as well admit, still beyond the intelligence or desire of the majority of our citizens. At first all attacks upon the system took the form of asking that certain places be exempted from examination on the pretext that the duties relating to them were confidential in character. We all know to what ridiculous extremes this theory was exploited. Now, a far more insidious attack comes in the statement that certain positions require ability and talent of so peculiar a character that these qualities can not be ascertained by means of a competitive examination. In this form the appeal should be at once detected and defeated, for this seeks to overthrow the whole system by striking at the kind of examinations which are now or which should be held. Many of us feel that with a proper adjustment of examinations, an improvement, for instance, in the matter of experience ratings and ratings made on previous records, a competitive examination to test the qualities necessary for every office and every position can be devised.

Is it not high time that we tried to get our old perspective and hark back to the old fundamental principle that only the maintenance of open competitive examinations devoid of absurd preference, devoid of all these special restrictions, means the maintenance of civil service regulation? We talk so much of exemptions, of confidential positions, of special duties and special qualities, that we are coming to deal with a law which is one of exceptions, not one of broad general principles.

If the subject is not too elementary, what is the object of any competitive examination? Merely to determine which person best fits an ideal standard. When a man appoints a clerk or assistant, whether it be in a banking house or a common grocery store, he weighs in his mind the merits of two or more men,

and he selects the man who most nearly fits into the standard which he has in mind. A competitive examination is simply an attempt to put into the palpable form of questions this ideal standard and to compel men to prove publicly their qualifications by answering questions. It is true, as Mr. Folks said in his paper read before the Conference last year, that of late too little attention has been paid to the character of these examinations: the various commissions have been too careless in the making up of their questions. But this is no excuse or justification for attempting to discredit the whole system of competitive examination or for attempting to excuse the fact that in our State hospitals to-day, only ten per cent. of the positions are filled without competitive examination.

As Mr. Bonaparte has well said "It is not that the competitive system makes man honest, attracts or brings out higher moral qualities, but because it is a bar to the use of political influence and we know that political influence is generally used in behalf of the incompetent man." The mere existence and maintenance of a competitive system is a standing menace to such men and it constantly discourages their attempting to enter the service. It is a fact full of significance that of the 13 men indicted for the frauds in the Postal Service not one had entered that service through a true competitive examination.

It is not necessary to look at this question from the standpoint of politics and the evil influences of party spoils. Let us look at it from the business standpoint, which is at last coming to have a bearing in our municipal offices. The fundamental law of business is that in the conditions of the greatest stability men develop this highest efficiency. And the competitive system as administered in the State is the ideal system for attaining this result. Keep the power of dismissal untrammelled; let the executive dismiss incompetent men without charges and let us simply guard entrance to the service by competitive examination—this is the only way in which efficiency can be secured. Viewed from the standpoint of the employee and his self-respect, any other system than this places a premium upon the baser instincts, upon favoritism, upon the neglect of the conscientious performance of duty in favor of time spent in making the position more secure. The

competitive system produces the only true democracy: under it every employee is the architect of his own fortune. The permanence which it offers is an encouragement, as I have said for men to go into the civil service on a life career. On the other hand, what inducement is there for a man to enter the service under other conditions? None except to gain a temporary advantage. Mr. Fowler's complaint as to the small number of applicants for minor positions illustrates this. The lack of stability or consistency in our system is the root of the trouble.

What more striking example of the worth of the merit system than Mr. Fowler's exposition of our prison management can be found? Nowhere do we require such a staff of competent and trustworthy employees as in these great penal and charitable institutions created for the care of the homeless, the unfit and the dependent: here is a system which proves that it alone can give successful results and yet we make no effort to develop it and to insist upon its enforcement.

Looking over the work of the several State commissions the prospect is dreary indeed. Ten years we have lived under the Constitution making civil service regulations mandatory upon the civil divisions of the State—Ten years! And out of 61 counties we have only five whose county penal and charitable institutions are subject to the provisions of the Civil Service Law. The law places upon the State commission the duty of making regulations relating to State and county governments and yet in these 56 counties no attempt has ever been made to enforce this plain mandatory requirement of the Constitution. These counties have their important administrative and fiscal offices, such as the county clerk's office, the treasurer's office, etc., as well as their charitable and penal institutions, all under the medieval system of management. One speaker, alluding to the days when a change in government made a clean sweep in the prisons, remarks that such a condition is now unthinkable, yet all about us in the counties this very condition exists.

Nor has the State commission sufficiently excused itself. This holding back because of the possibility of courts interfering with their classifications is weakness. Their duty is to make the

rules and we the people want action: the truth is strong enough to stand alone.

In fact we are only beginning to realize that our boasted civil service system is wholly dependent on the character of these commissions, State and municipal. The Constitution and the law depend for their enforcement upon the accident of having a good commission or a poor commission. They make and unmake the law. The administrative side of our law is undeniably crude; and seeking a remedy for these conditions carries its own risks. Mr. Fowler's suggestion is that in the place of these discretionary bodies, we have laws enacted to define the status of the different places under civil service regulation. This suggestion I, for one, can not countenance. The intricacy and complexity of our State government with its multitude of offices and positions and the new places which are being annually created in such numbers, would make any such law impracticable whether it defined such positions in a general or in a special manner. Aside from its impracticability, it would be wrong, for it would throw the whole matter of the details of civil service regulation into the State Legislature and we all know what that would mean.

No, we must always have a discretionary body in the nature of the State commission, but we need not always have one maintained as at present. All this is said without any reflection upon the personnel or integrity of the present commission, but the system is itself at fault. A law as intricate as our present Civil Service Law calls for careful administration in an expert and scientific manner—not administration made in a haphazard manner in an atmosphere filled with political pressure. No State civil service commission which meets two or three times a month can regulate the civil service of the State in an adequate, much less in a consistent manner. What we, as public-spirited citizens, should reform is first the style of examination held and second the make-up and the administrative methods of the State commission and these various municipal commissions.

Not that this is to be regarded as a wholly pessimistic outlook. We should remember that, argue as we will, the civil service section of the Constitution, the Civil Service Law, in fact the whole theory of the civil service regulation is still far, far in advance

of popular opinion or desire. If we wish this system to advance or even to maintain itself, an active propaganda of education must continue for many years to come. This wonderful advance in prison management made since the introduction of civil service regulations is typical of the improvements noticeable in every institution where they have taken hold. We who are interested in the philanthropic and sociological movements of to-day are the ones who have seen the good results of this system and on us lies the duty of improving it, the burden of championing its cause and of compelling its reform and improvement.

CHAIRMAN FETTER: Our program provides at this point for a general discussion, in which speakers are limited to five minutes each. The speakers will please give their names distinctly so that the reporter can get them.

HON. JAMES T. ROGERS, of Binghamton: I observe by the program that this discussion ends at 9:40 and it is now 9:42. I would like to inquire what, if any, rights I may have on this occasion?

CHAIRMAN FETTER: I understand that the program started twenty minutes late, so that will give twenty minutes for discussion.

MR. ROGERS: Am I limited to five minutes, Mr. Chairman?

CHAIRMAN FETTER: According to the rules. If you wish more, of course, that can be waived.

MR. ROGERS: I don't know anybody who so strictly adheres to rule, and I would not seek to vary it in the least degree, except by unanimous consent.

CHAIRMAN FETTER: What time would you wish, Mr. Rogers?

MR. ROGERS: I haven't the least idea. Unfortunately, I haven't had opportunity to prepare any extemporaneous remarks.

CHAIRMAN FETTER: Well, we have more of the program to come. Of course, we shall have to keep somewhere within our limits.

MR. ROGERS: I assumed that was so, if the rules are to be complied with. I do not care to discuss the matter at great length.

CHAIRMAN FETTER: I am not privileged to make any special rule; you had better proceed, Mr. Rogers.

DR. ROBERT W. HILL, of Albany: I move that Mr. Rogers be given permission to take additional time; that we allow twenty-five minutes for an expression on the matters which lie near to his mind, upon the papers which we have heard; and in order that we may get started, that he be given an extra five or ten minutes.

CHAIRMAN FETTER: If there is no objection, Mr. Rogers will proceed.

HON. JAMES T. ROGERS, of Binghamton: I am not an unbidden but perhaps I am an unexpected guest at this feast. I may perhaps explain to you, many of you who know me not, that I am, by the grace of my fellow-citizens in the county of Broome, the Chairman of the Ways and Means Committee of the Assembly and a living embodiment of the practical politician who is so popularly denounced in this assemblage.

It may be that I stand here as an exponent and an example of the familiar adage, "That fools rush in where angels fear to tread."

It was not my good privilege to be permitted to prepare any criticism upon the papers which have been read here to-night, and my remarks, I assure you, are entirely extemporaneous, except in so far as I have been able to make some penciled notes during the reading of the papers which have gone before.

I wish to express the utmost kindness and good will to the gentlemen who have preceded me. If I loved Prof. Fetter for no other reason, I should do so for the fact that he is now connected with my alma mater, and while I knew him not in those days, yet his connection with it in these days leads me to give the greatest deference to any utterances he may make.

As to my good friend Mr. Fowler, our acquaintance has been of so many years, and has been of so pleasant a character, that I am sure he will not misconstrue anything I may say in regard to what he has said.

I am here at the invitation, I think, of the Secretary of this Conference, to whom I wrote that I thought it would not be inadvisable or undesirable, nor altogether uninteresting if a phase of the question which is not altogether a familiar one in these Conferences were presented.

I am here to assure you, from a knowledge born of experience, that practical politicians are not all evil or entirely devoid of good. I am here to assure you that there are possibilities of future hope even in that benighted class, as well as in others, which have shown promise of reformation in recent years.

It has become a popular thing to denounce the present Governor of the State of New York. I have not been afraid to criticise him when I thought occasion might require it, but I am here to say without fear of successful contradiction that his administration as Governor has been one of the best which the State of New York has ever experienced or realized, and that any criticisms of him which may have been made have not been criticisms of his official acts, but rather of his individual or political acts. His administration, and the administration during the last four years of the affairs of the State of New York, is one which I am, here or elsewhere, prepared to defend at length, if occasion should require or if opportunity would permit.

I realize that it is a popular thing in recent years to denounce the politician and to speak ill of so-called pernicious political influence. I realize that in this, as in some other things, the earnest and well-meaning citizen has not analyzed the situation so as to distinguish the evil which is sought to be criticised from the instrument by which that evil in times past has been exercised. I am, however, optimistic from temperament and from experience, and I feel as regards politics and the politician as the poet did when he declared that he found "Sermons in stones, books in running brooks and good in everything." There are those whose pessimism, whose disposition to criticise, whose attitude of fault-finding is so great that towards the politician and towards things political they have reached a frame of mind very much like that of the old lady who was so given to complaints of her neighbors and associates that, finally, when she was asked how her husband was, replied: "Well, Jonathan ain't no such man as he used to be, and for that matter he never was."

With the advent of the twentieth century, the disposition of recent years, has been one of marked progress and a tendency to higher things all about us, and as evolution has been apparent elsewhere, I am here to submit to you, in all candor and in all

fairness, that it has been equally evident in affairs political. The gravamen of criticism of political interference or political dictation in the affairs of public or governmental institutions, has been this, that in times past the recommendations of men in politics have resulted in placing in official positions men unfitted, and to a greater or less degree unqualified, for the duties of the position to which they were appointed. If a man be appointed to public office who is the best qualified, or who is equally qualified as compared with any other man, it matters not whether his appointment comes through one channel or another, the public service has not suffered, and the tendency of recent years, among those in politics, as well as those out of it, has been along this upward and better line, and men of all classes have come to realize that not only the public service but their own reputations will suffer if they recommend any man who is not abundantly well-qualified for the position which he seeks. That such has been the experience and that such is the uplifting influence of all the tendencies of the age, I am here to assert and to challenge proof to the contrary.

As one of those who was instrumental in the passage of the act of 1902, amending the State Lunacy Law, I desire to make this confession and this statement. At the outset of that legislation, I was somewhat swept off my feet by the outpouring of criticism against it. I gave it, as a consequence of such criticism, careful and diligent study. I gave it many nights and many hours of thoughtful, careful, conscientious investigation and the result was, to my surprise, as it may be to yours, that I stood finally as I stand to-night, prepared to defend that legislation to the end, and prepared to say to you in all the honesty of my conscience and of my heart, that I believe it was a step in the right direction, and that I, for one, whether or not the governor-elect or any others may take such attitude, am not prepared to take a backward step until I have been shown positive and affirmative reasons why I should do so. I realize that this, perhaps, is an unwelcome and unexpected statement in this Conference, but I state it upon conscience and upon honor, and I beg you good people to believe that I can possess both as well as you.

The distinguished professor from my alma mater has alluded eloquently, but in generalities, to the general sense of insecurity

in the present condition of the administration of the affairs of the Commission in Lunacy. I challenge the proof. We have a commission, as you all are well aware, composed of a sterling Cleveland Democrat, of a good Republican, and of a man whose professional skill is complimented in this and in every other presence which speaks understandingly.

As to the board of alienists whose appointment has been criticised to-night, I wish to take my full measure of responsibility. The reports submitted to the Legislature have for several years disclosed the fact that many aliens reaching these shores passed the examinations of the government inspectors, which are not particularly aimed at mental diseases. The government inspection runs first to the financial condition and secondly to contagious diseases; but as to mental diseases or the possibilities thereof there is but little, if any, inspection made, and the undisputed facts are that many immigrants reach our shores and the city of New York and there, through climatic conditions, or other changes incident to their coming into a new world and a new life, or to their primarily defective or degenerate mental condition, they become insane and eventually inmates of our State hospitals and the State of New York is annually paying out thousands of dollars for the support of this class, who should properly have been kept out of the country, by the government inspectors. I have felt in my capacity as chairman of the ways and means committee that I owed a duty not merely to the philanthropists but to all the citizens of the State. I have felt that the humble taxpayer and the large taxpayer and the citizen in every part of the State, whether near or far, were entitled to consideration at the hands of the Legislature, and I for my part felt that if many thousands of dollars were being spent, as they were, upon these insane immigrants, which could be saved by the appointment of a board of alienists to coöperate with the government and thus prevent them from landing upon our shores, that it was the old proposition that a penny saved in that direction was better invested than perhaps to expend dollars thereafter, and I was largely instrumental in advocating, purely from what I considered wise economical reasons, the passage of that law. I have not the pleasure of the acquaintance of Mr. Hines, to whom Prof. Fetter has referred in such eloquent and complimentary terms. I do not know anything

about the gentleman, and I am not one of those who seek to criticise until I do. I know enough about things so that mere allegations in the newspapers in a political campaign do not sweep me from the pedestal of sound reason.

I am here to say that I believe the appointment of the board of alienists is wise, economically and otherwise, and I challenge proof to the contrary before I change my position.

I also desire to say—I can not discuss it at length; because time will not permit—that I am one of those who believe that no ill has come to the State or the State service through so much centralization as has thus far been accomplished.

I have listened with interest to the statements by my friend, Mr. Fowler, as to the excellence of the civil service in the Department of Prisons of the State. I have also listened with interest and with some surprise to his criticism, or seeming criticism, of the lack of higher civil service requirements in the State Commission in Lunacy, and my surprise was the greater when I realized that at the head of the Department of Prisons is a man who is unquestionably a practical politician, while the evils which he complains of in the State Commission in Lunacy are those which he (Mr. Fowler) indicates are maintained by the superintendents of the State hospitals, every one of whom, at the present day, was, I think, appointed under the civil service laws prior to the passage of the lunacy legislation of 1902, and who are presumably the champions of civil service reform, and yet they stand to-day stating that in their judgment, unqualified, uninfluenced by political persuasions or otherwise, the service can not be improved, and that the 10 per cent. or more of the lunacy employees who are within the competitive service can not reasonably be enlarged. I have had some occasion to observe the workings of this system, and I believe that the superintendents are right. I believe that it would be quite impossible to get a suitable class of employees, even at the prevailing rate of wages, established by recent legislation, if those employees were compelled to submit to a more extensive or elaborate civil service examination than that provided at present. I am not here to criticise the civil service of the State. I believe it is doing a grand and excellent work, but as life insur-

ance companies have come to realize that applicants for insurance must pass not only a physical examination but must also come up to the standard of the moral risk, so called, so let me suggest the inquiry as to whether the civil service examinations of the State yet fulfill the complete requirements, as to whether they do not simply stop at the mental qualifications without yet fully embodying a test and a determination of what might be called, using the same term, the moral risk which the State undergoes in appointing a person to its service in any subordinate position.

I observed that my friend, Mr. Fowler, said that appeals had been made to the Fiscal Supervisor to readjust or to raise or increase the salaries of certain subordinates so as to make the places more attractive. If I mistake not, it was in 1903 that the Legislature passed a law providing that the president of the State Board of Charities and the State Comptroller should be a board of classification to fix the salaries in the State charitable institutions, and that that is a matter absolutely beyond the control of the sometimes criticised, but in this Convention, I understand, somewhat complimented, Fiscal Supervisor of State Charities. I should be glad, if time would permit and the occasion required, to discuss at length the wisdom of the legislation creating the position of Fiscal Supervisor, both in theory and in practice, as demonstrated by the experience of the two years in which the Fiscal Supervisor has been performing the duties of his office. Let me say, however, that I am conscious of the encroachment of time, that I am grateful for your kindly consideration, that I have contributed these rambling comments because I was not permitted to read the papers in advance and prepare my criticisms at length, and that I stand here simply as a champion of fair play and to urge upon you, who I realize are actuated by the most excellent motives, the reasonableness of looking at every question from all sides and in all its phases before passing an adverse judgment. If I have accomplished that purpose, if I have brought to your minds the realization that there may be good in those whom you have been ready to criticise in the past, that there are others who,

though they differ with you to some extent, are equally honest in their convictions and equally earnest in their purposes, I shall have been abundantly satisfied, for it has been truly said that

"To strike one blow for truth in the daily fight of life,
To have done one deed of right in the face of calumnies,
To have sown in the souls of men one thought that will not die,
To have been a link in the chain of life, shall be immortality."

SENATOR WILLIAM W. ARMSTRONG, of Rochester: I ask your indulgence for a moment to discuss this before you read the next paper, as I will not be able to stay through your deliberations, and many here are particularly interested in the topics which you and Mr. Fowler have discussed. I do not desire to ask any indulgence from this convention for my own sake, but for the reason, as Mr. Rogers has so well stated, that any remarks that lead to a proper knowledge and proper information upon these subjects, which I fear has not yet been exactly disclosed, will certainly be pardoned.

EX-PRESIDENT WILLIAM R. STEWART, of New York: I move the regular order of business be suspended and that the platform be given to Senator Armstrong.

SENATOR ARMSTRONG: I do not desire the platform for what I want to say. I don't desire to state any reason for my being here. I assume any law-abiding citizen of good repute is welcome in any convention of the charities of this State, and that whatever he has to say, if he is respectful and courteous in expression, will have the attention of the convention if delivered from the floor as well as from the platform.

CHAIRMAN FETTER: We will hear Senator Armstrong from the floor.

SENATOR ARMSTRONG: The papers which have been read this evening and others which I have heard since I have been here have given me the impression that criticism of the State administration and policies is more the rule here than commendation or defense of them and if so, a note of discord may not be improper, for it is frequently of service to give emphasis to harmonies.

I do not agree with some of these criticisms and assume that no one will take offense because of that, nor attribute other motives

to my remarks than a desire in common with you all for the best possible administration of our State charitable institutions, so called, and the welfare of their inmates.

The penal institutions of our State are not classified as charities and I do not refer to anything that has been said as to them, but I desire to speak upon the criticisms which have been made of recent legislation relative to our hospitals for the insane which are not classified, by State authorities at least, as State charities,—and of recent legislation relative to our State charitable institutions proper, by which I mean our institutions for the blind, epileptic, consumptive and mentally defective, the reformatories male and female, the institutions for juvenile delinquents and one or two others.

The legislation relative to the hospitals for the insane was directed to different conditions than that for the charitable institutions and so must be discussed separately. Now let us see what the conditions in them were and what remedy was adopted, before we condemn it as an invasion of these hospitals.

There are eleven of these great institutions, one each at Buffalo, Gowanda, Rochester, Willard, Ogdensburg, Utica, Binghamton, Poughkeepsie and Middletown and two for New York City. They had been bought by the State from the counties, or built and equipped at an expense of over twenty-one millions of dollars, and were annually costing the State about five millions a year for their maintenance.

Each had a board of managers whose powers included so much of discretion that, although the Commission in Lunacy at Albany had general supervision of them, each institution had what I may describe as a separate and distinct policy arising out of the personal equation between boards of managers. These boards were tenacious of their powers and jealous of interference. There was not that coherency of management and singleness of purpose which must characterize any enterprise so conducted in separate establishments. It was something like an attempted combination of eleven separate business plants with the former owners each in control of his own plant and each continuing to conduct it upon his own business policy without sufficient regard to the policies of the other plants and with too little power in the central office of

the combination to correct erroneous policies, effect needed reforms or check extravagance. As an illustration of what I mean,—some of these boards of managers were composed of men of such influence that they were able to obtain larger appropriations from the Legislature for buildings than were necessary and others had difficulty in obtaining appropriations for buildings for their real needs. The Legislature was doing the best it could under the circumstances, but there was clashing and conflict of testimony between the boards and the Commission in Lunacy on these matters and sometimes between the board of one institution and the board of another, each attempting in the interests of its own institution to obtain all it could. Then the appropriations so obtained were sometimes expended more for the adornment of the locality of the hospital than for the real needs of the inmates, so that in one instance a mansion was built under the name of a State hospital at an average expense of nearly twenty-five hundred dollars for each inmate it would contain; in another, expensive woods and marbles were used in the finish, and in still another, halls so wide and large that a chamber of commerce banquet could be held in them with room still for the coats and the caterer.

These were monuments to which the local boards of managers and the people of the vicinity could point with much honest pride but were no more suitable to the inmates than less pretentious and equally comfortable buildings.

Then the annual maintenance charge for food and help was likewise a subject of constant complaint and similar disagreement.

I am happy, indeed, to say to you that I cannot refer you to our Rochester hospital for corroboration of my statements for I have in my possession a letter from the Commission in Lunacy, written to me when I was investigating this matter which states, "In conclusion we might say that if all the State hospital boards had had the sense of proportion which was at all times manifested by the board of managers at Rochester, and its superintendent, none of the wastefulness which has been so severely commented upon by the Governor, would have been in evidence."

I could weary you before finishing a recital of all the incoherences, which in this letter are styled "lack of proportion" which existed among these eleven institutions. Suffice it to say

that no fault was found, generally speaking, with the personnel of these boards of managers, but with the powers they held which not only permitted but encouraged these conditions, and after careful investigation and in the face of much criticism from many very highly esteemed people, it was determined to unify the system so far as was necessary to correct it; to make the powers of the Commission in Lunacy over the expenditure of the State's money broader and to limit the powers of the boards of managers to their proper function, the comfort and physical treatment of the inmates, a policy of less divided responsibilities in money matters and more of a single responsible body upon which the Legislature could rely in making appropriations, to which it could confidently go in cases of doubt and upon whom it could fix its censure, if censure became necessary, a policy which Governor Odell epigrammatically summarized in one of his public messages as "Less mahogany and more bread."

It was recognized too that an important distinction existed between these hospitals and the charitable institutions proper; that the former were intended for the treatment and restoration to reason of the insane, or their treatment and custody, if incurable, which was largely a question of expert professional determination and in which the function of boards of managers, composed largely of nonprofessional persons, must necessarily be confined to the comfort and physical welfare of the inmates, whereas the latter, the charitable institutions proper, were largely intended for the reformation of the delinquent and the correction of moral conditions wherein the function of boards of managers composed of nonprofessional persons was much broader and more available.

The remedy applied to the hospitals for the insane was by ceasing generally to make appropriations separately for each institution and by making a single appropriation for all these hospitals and by vesting the Commission in Lunacy with the disbursement of this appropriation according to the needs of each institution, both for building and maintenance; by making the superintendents responsible to the Commission in Lunacy, instead of to the boards of managers; by reducing the boards of managers to five members each, without regard, however, to party affiliation; by defining their powers to be to visit, to inspect, to criticise and to

report upon how the institutions were managed and how the inmates were cared for and by retaining upon these boards as many as possible of the old boards familiar with how these institutions had been and ought to be conducted. In Rochester, there were appointed on the new board Frederick Cook and George Raines, Dr. Thomas A. O'Hare and William Miller and Jane E. Rochester, and I believe they are all serving yet—a board certainly non-partisan and most ill-devised if intended even to contemplate the invasion of that hospital for political purposes.

I am more familiar with our Rochester hospital than any of the others. I see its superintendent, Dr. E. H. Howard, before me. I appeal to him to correct me in the slightest inaccuracy when I assert that political considerations have never obtained in that institution, either in its management or its appointments to office. Even more, I assert confidently that it has never been attempted by any one high or low in political organizations, state or local.

Nor will I weary you by reciting the results accomplished by this legislation. Some of the faults have been corrected and some have not. Our hospitals for the insane are not perfect yet, I presume, but I am willing to rest the case by asserting that nowhere in the United States are there better institutions, nor anywhere do the inmates receive better care or more scientific treatment than in these eleven of our own; and by asserting that instead of there having been any decrease in the amount or quality of food, clothing or professional attendance as has sometimes been asserted, the per capita cost of these items has increased and that whatever saving has been made in the gross per capita cost of maintaining them has been along the lines I have mentioned and not in the provision of food, clothing or attendance.

Who is this Commission in Lunacy with these enlarged powers? Daniel N. Lockwood, a lifelong Democrat, respected and esteemed by all who know him, William L. Parkhurst, a lifelong Republican likewise respected and esteemed, and Dr. William Mabon, one of the most distinguished alienists in this country, present in this convention and known and respected by all, on account of his professional attainments as well as his integrity and personal excellences—a commission certainly most unwisely chosen if it was

intended through it to effect an invasion of these hospitals for partisan purposes.

Now was this an invasion of these hospitals for the insane for political purposes? Was this the ruthless hand of a political machine? Was it a cunningly devised plan for depriving philanthropic people, willing to devote their services freely to the care and supervision of these hospitals, of opportunity to know what was going on in them, or to criticise, or make public the conditions they found in them? No, my friends, it was done because it ought to be done as a matter of good governmental policy and, in the face of great criticism and threats of political ruin, done by a party which seeks power not by promise but by performance, done by men who do not shrink from its public discussion and done by men who do not assume either that they have enacted the last legislation which will be necessary upon the matter, or that what has been done necessarily must stand and may not need modification in the future, but who like yourselves are earnestly and conscientiously seeking to perform their duties to the best of their abilities in the interest of the people of this State and in the interest of the inmates of these hospitals.

Now let us turn to the criticism of the recent legislation concerning the State charitable institutions proper, which was not so broad as that enacted with reference to hospitals for the insane, for the reason I have suggested, that their purpose is of a different character than that of the hospitals for the insane.

There are sixteen of these institutions in as many different parts of the State; they have cost the State to build and equip over nine and a half millions of dollars and are costing the State annually about two millions for maintenance; they had and still have, generally, boards of managers and some of the evils which were prevalent in the hospitals for the insane characterized these institutions also; the chief one, however, arose from the purchase of supplies, not that there was dishonesty or wilful perversion of funds, but that each institution made its own purchases under a supervision by the Comptroller, which was more theoretical than real, more clerical than efficient, and it was difficult and often impossible for purchases to be made upon as favorable terms to the State as they would have been made if under the actual and efficient supervision

of a single department acting for all. A Fiscal Supervisor was accordingly authorized for that purpose. His duties were to supervise the fiscal affairs of these institutions, to cause such economies as might be made without detriment to the purposes of the institutions; to keep thoroughly posted upon the prices of the commodities they needed, and to devise and enforce such methods that purchases should be made upon the most favorable terms to the State. In the language of the Fiscal Supervisor in his first annual report, his endeavor has been to see that the wards of the State shall receive a better supply of clothing and better food at no greater cost than prior to his appointment, and while he has regarded the saving of money, where possible, as important, he has regarded it as of secondary importance to seeing that the inmates of these institutions were comfortably housed, properly clothed and well fed.

You will notice what seems not to be generally understood, that in these institutions no change was made in the membership or powers of the boards of managers. They continued unchanged with all the powers they possessed and continue to this day.

In the performance of these duties, the Fiscal Supervisor organized for his assistance a committee consisting of six of the superintendents of these institutions, who in the first place prepare specifications for general supplies, fix the standards of quality of articles of general use and discuss methods for further systematizing the purchases for these institutions. Each of these six serve for a year and the membership of the six is changed often enough to secure the best services of experienced and efficient superintendents. The specifications so adopted are furnished to all dealers who request them and bids are advertised for in the larger cities of the State twice a year for supplies for these institutions. All bids made and the samples submitted are examined by the committee of superintendents and the lowest bidders whose samples conform to the standard adopted are reported by the committee to the Fiscal Supervisor and by him to these institutions; but he does more; he keeps posted by trade journals and market quotations upon the prices of all commodities needed by these institutions and keeps the institutions constantly advised of fluctuations of prices.

He does not buy or pay for any supplies. The method of buying and paying for supplies is this: The superintendent of an institution sends him each month an estimate of the supplies needed for the next month. He examines the quantities and prices; he recommends such reductions in quantities as he deems wise, limits the prices to the quotations already made and on file in his office and returns the estimate. The superintendent then makes the purchases and sends the Fiscal Supervisor a report of the purchases made and the prices at which the same have been made; the Fiscal Supervisor checks up the report with the previous revised estimates and forwards it to the State Comptroller, who again examines and checks it and who, if he finds it correct, draws an order on the State Treasurer for its payment.

Four men must then be in collusion to cheat the State. The merchant, the Fiscal Supervisor, the superintendent of the institution and the Comptroller. How can that be done when all the records of the Fiscal Supervisor, as well as of the Comptroller, are public and open to the inspection of competitors for the State's business as well as to the public? It is not done, my friends, for the good reason that it could not be done without detection.

I have noticed at this convention, and been glad to notice it, that many complimentary remarks have been made concerning the services and efficiency of the Fiscal Supervisor. I am proud to note that your newly elected vice-president, ex-Chief Judge Andrews of the Court of Appeals, commends him very highly, for I have taken much pains in familiarizing myself with the results of his work, and I am convinced that the expectations of the Legislature have been fully met in the results accomplished by him, together with the very heavy co-operation of every superintendent of every one of these institutions under his jurisdiction; for every superintendent, so far as I have heard, fully appreciates the services of the Fiscal Supervisor and heartily commends and co-operates with him.

But the fault I find with the criticisms which have been voiced here and those voiced elsewhere concerning this legislation is that none of it specifies, with sufficient detail to permit its intelligent investigation, any charge of incompetency, dishonesty or even

neglect in the new system. The comparatively few specifications of such charges made during the recent campaign and occasioned by the heat of that campaign were so promptly disproved by the facts that they are not worth our attention here.

The commonest pickpocket in this land when arraigned before a common law jury of twelve men is not charged generally with being a thief but specifically with having picked some particular pocket at some particular time, but there are those in this State who, while willing to arraign this legislation and the Fiscal Supervisor, are unwilling to accord to the great party responsible for it, or the Governor who approved it, or the Fiscal Supervisor himself who is responsible for the methods employed to execute the law, the courtesies accorded and guaranteed by our laws to the meanest criminal who is arraigned for verdict.

The bureau in the Comptroller's office superintended the fiscal affairs of these institutions for eight years prior to the appointment of the Fiscal Supervisor and during those eight years the per capita cost of maintaining the inmates in them increased from \$168.31 for the year 1895, to \$168.97 for the year 1902. The first report of the Fiscal Supervisor shows that the per capita cost for the year 1903 had been reduced to \$163.54, and that, in spite of the fact that the increased cost of coal alone, on account of the great strike, had been over \$36,000.

There are something over eight thousand inmates in these institutions. Every business man must concede that purchases for eight thousand can be made more economically, than can purchases be made separately for from two hundred to one thousand, which is practically the minimum and maximum of the population of these separate institutions.

Let me give you an illustration of what a Fiscal Supervisor for these institutions means. When the Fiscal Supervisor was appointed he found that some fifty varieties of soap were being used in these institutions. He caused them to be analyzed and found that some of the varieties were not soap at all. The committee and the Fiscal Supervisor determined upon three varieties, white toilet soap, yellow bar soap and pure neutral tallow chips for use in the laundries, and the saving effected during the first six months alone was \$1,166.30. The first report of the Fiscal Super-

visor showed a reduction in per capita cost of maintenance of \$5.43, and the next six months to March 1, 1904, showed a reduced per capita cost of \$7.19 over the preceding fiscal year, notwithstanding the greater cost of living and the high price of coal already mentioned, and notwithstanding that the standard of quality of a number of articles had been materially raised, such as the substitution of extra creamery butter for various grades of dairy butter, the substitution of cream of tartar baking powder for alum baking powders and of an excellent grade of teas and coffees for inferior grades theretofore in use in some institutions.

The Fiscal Supervisor has effected economies in the matter of clothing by curtailing wastes, by purchasing in quantities at a cheaper price and by providing clothing more suitable to climates and conditions. He has secured improvements in the methods of bookkeeping and a more uniform system of keeping accounts. He has sought to develop the resources of institutions by increasing their home products and contemplates ultimately utilizing the surplus products of one institution in the support of others where there is a deficiency; and more than all by personal and frequent visitation, by consultation with superintendents and boards of managers, by personal investigation and by establishing, as far as he has had power, coherency and uniformity in the institutions as a whole, he has been an efficient aid to the institutions themselves and to the Legislature in making appropriations for them, while no charge made even in the heat of political conflict has ever been sustained, that either politics or partisan purposes have entered into the administration of his office or into the administration of these institutions as a whole.

I do not desire to criticise the House of Refuge for Juvenile Delinquents at Randall's Island, nor that what I say shall be construed as showing any hostility toward it; but it affords such an apt refutation of much that has been said that I cannot forbear referring to it for illustration only.

That institution was organized and built by a society for the reformation of juvenile delinquents, a voluntary corporation of estimable gentlemen who have elected their own successors. The State has no legal interest in the ground or the buildings; the Governor does not appoint its managers; it is not subject to the

Civil Service Law in the appointment of its employees, but State authorities have committed to it for years a large number of boys and girls and the State has for years contributed to it practically all its maintenance fund amounting to more than \$150,000 a year. It occupies an anomalous position toward the State, but for illustrative purposes it may be said that it is being managed by philanthropic people not chosen through partisan influence so far as I know, and exempt from the Civil Service Law, and ought therefore to typify what may be expected of people engaged in such a task when unrestrained by the State authority which characterizes the State Industrial School at Rochester, maintained for the same purpose by similar methods of reformation, but owned by the State and managed for the State, by a board of managers appointed by the Governor.

Let me read to you from the report of the Fiscal Supervisor, however, the conditions which have obtained at Randall's Island. Until within a few months supplies were being received without being weighed or measured; upon attention being called to it by the Fiscal Supervisor a number of shortages were found. The inmates of the institution were not properly fed as an examination of its dietary at page 73 of the first report of the Fiscal Supervisor will readily disclose. Six days out of seven, nothing was served for breakfast but coffee, bread and syrup, whereas, at Rochester, the children received coffee, bread, oatmeal, cookies, syrup, milk, gravy, ginger cookies, cracked wheat, beef, potatoes, butter, rolled oats and corn meal mush during the same seven days.

For practically the same number of rations, the institution at Randall's Island purchased in July, 1903, about three thousand pounds more of meat than the Rochester institution and yet the bill of fare shows that, during July, beef was served in stew on only three occasions and corned beef and baked pork and beans once each. No butter was served the inmates during that week, although the institution had seven hundred pounds of butter for that month and although the institution had two hundred and seventy dozens of eggs for the month there were none served the inmates. The quantity of food was otherwise deficient with reference to vegetables and yet the farmer at that institution reported that there were gathered during that month of July and the first week of August, 375 heads of cabbage, 3,345 ears of corn, 9 bushels

of beets, 8 bushels of spinach, 18 bushels of butter beans and 3 bushels of large onions, together with quantities of radishes and lettuce. And the per capita cost of food was \$24.05 at Randall's Island as against \$22.17 at Rochester.

After the Fiscal Supervisor had inspected the institution and recommended some improvements, marked improvement took place in regard to the quality and quantity of food.

Clothing and shoes were likewise deficient at Randall's Island, although Randall's Island spent more money for leather than either the Rochester institution or the State Reformatory at Elmira, and used twice as much sole leather for 50 per cent. more shoes, and although the per capita cost of clothing at Randall's Island was \$20.50, nearly twice as much as at Bath and Elmira, and more than twice as much as at Rochester. An examination of the books of the institution showed that they were not properly kept and that its bills were not being promptly paid as they should have been.

A teacher of the institution reported that none of the subcommittee of the board of managers, called the school committee, had ever visited her class room; that her principal had never heard her teach a lesson; that her visits had always been hurried ones and that she had been in to hear the pupils read, but not to hear a lesson taught, although there were sixty-four pupils under this teacher's instruction.

On September 4, 1903, the Fiscal Supervisor wrote to Governor Odell, summarizing the conditions he had found there as follows: "I believe that the State is very much handicapped in the supervision of the Refuge by its having a board of managers who do not receive their appointment through the executive and further by the fact that the institution is not subject to the Civil Service Laws. It is not and cannot be brought to the high standard of the other institutions which are fully under the influence of the laws of the State, either in discipline, general management or economy."

If the recent legislation relative to charitable institutions which has been criticised, has been justly criticised, why did these conditions exist at Randall's Island, and if he were able to accomplish nothing more than the correction of those conditions, would it not have justified his appointment?

The State has recently undertaken at large expense the removal of the Industrial School at Rochester to a 1,400 acre farm in the country, not for partisan purposes, but for the benefit of the inmates and it has resolved to build an institution of its own in the country to take the place of the Randall's Island institution. It is performing its duties in regard to these institutions and its duties to civilization and society concerning all the charitable institutions of the State better, as well as more economically, than ever before in its history. It should have the cordial approval and support of the men and women whom this convention represents.

And the members of the Legislature and Governor Odell, who have been endeavoring earnestly and honestly to meet and solve the problems, and the Fiscal Supervisor who has been engaged in executing the plan should have commendation, where they have many times had criticism, and the general moral support which is so necessary in the solution of such problems.

I am confident that it will have just that from those who understand the facts and are honest in their desire for a proper solution of these questions, and I do not expect that it will ever be granted by those who insist that their plan and theirs alone must be adopted before the thing is settled right. I do not believe I am bigoted or prejudiced in this matter. I certainly hope I am not, for I belong to those who are willing to be convinced, anxious for temperate and just criticism, because my critics have many times been my greatest friends, and entirely willing when proper to acknowledge an error, but always anxious to make a little less error each second time and advance somewhat, if ever so little, rather than by conservatism or obstinacy to refuse to look facts in the face or determine my course by fancy and not by facts.

MR. HOMER FOLKS, of New York: May I ask the Senator one question?

SENATOR ARMSTRONG: Certainly.

MR. FOLKS: Did the Senator say he had reference to the lunacy legislation of 1902?

SENATOR ARMSTRONG: Yes; the law of 1902.

MR. FOLKS: I understood him to say he referred to the lunacy legislation of 1902, but, Mr. Chairman, it seemed to me he was explaining the legislation of 1893, because every possible abuse

to which he referred has been absolutely under the control of the Commission in Lunacy from the year 1893-4. No building could be erected, no specification approved, no plans approved from the year 1893, no money expended for any purpose whatever, except by the permission and under the approval of the Commission in Lunacy. Concerning the plan which he sets forth as desirable, we should no doubt all agree, but the point is that we fully secured that by the law of 1893.

As between the House of Refuge and the State Industrial School, I have only words of fullest admiration and praise for the Rochester institution. I believe the Randall's Island institution to be fairly open to criticism. All that I, for one, desire is that each State hospital for the insane be managed as is the State Industrial School at Rochester, which he praises so highly, by a board of managers subject to central financial control.

MR. FREDERIC ALMY, of Buffalo: These two men have had forty minutes, and I would like three or four minutes to reply to some of the things they have said.

MR. EDWARD T. DEVINE, of New York: I rise to make a motion. I am here as one of the speakers on the next paper and have put some thought in the preparation of a discussion on it; but, nevertheless, I believe this is an extraordinarily interesting and extraordinarily important topic, and if the gentleman who is to present the next paper will consent with me that the next twenty minutes, or say twenty-five minutes, be given to a discussion of this subject, by either side, it seems to me that the interest of the charitable institutions of the State will be conserved possibly more than by anything that we might have to say.

CHAIRMAN FETTER: Do I hear any motion or second?

DR. ROBERT W. HILL, of Albany: I move the reading of the next paper be postponed for the next twenty-five minutes.

MR. DEVINE: I would like to ask whether Mr. Loomis consents to that? I think there is a certain courtesy due to that gentleman.

MR. FRANK M. LOOMIS, of Buffalo: It makes no difference to me.

MR. FREDERICK ALMY, of Buffalo: I did not intend to speak this evening except on the paper of Mr. Loomis, with which I am in accord; but I should like to say a few things without any

time for preparation. I am a believer in organized charity, but I am not a believer in politically organized charity. And when, in addition to a movement to centralize charity at Albany, we have a further movement to cut out its tongue, so to speak, by abolishing the unpaid boards of managers, which constitute an organized voice of charity in this State, it stirs all the resentment of which a meek man is capable. Under Governor Roosevelt we felt we had a tower of strength, in matters either of civil service reform or charity, but under his successor, in spite of his final support of the Tenement House Law and his constant support of the splendid child labor laws, we never knew at what hour we might be called from Buffalo across the State to resist attacks either upon the Tenement House Law or something even more vital. I agree that the Fiscal Supervisor's office alluded to by Judge Andrews at the opening meeting is not without good, and yet the opportunities of such a place are so vast and so subtle, that the man who holds it should be above suspicion. Then we have a measure proposing to do away with the State Board of Charities; then a measure to lessen the power of the unpaid boards. The Governor has power to remove extravagant boards; but it is proposed that these unpaid servants should be done away with, and this means that we lose a group of unpaid workers, such as private parties are making effort to win; that you wipe out a little army of unpaid workers, composed of men and women of all denominations, from all over the State. With such boards all charitable legislation has to run a lively gauntlet of public opinion. When these boards were gone, there would be no such public protection against a further centralizing measure. That measure almost succeeded. If that measure had succeeded you would have to-day no unpaid boards for the protection and care of the State insane, but they would be in the hands of the Commission in Lunacy, which is composed of one competent, talented man, and two others, respected citizens but not technically proficient, who receive each a salary of \$5,000 a year for not interfering. That is not a very strong bulwark between the insane poor and politics. We want to protest here against any further centralization, any further politically organized charity, any further measure lessening in number or making less effective that little army of philan-

thropic volunteers, men and women who have given time and thought to these questions, and who honestly care about them.

MR. JOHN H. OSBORNE, of Auburn: Before proceeding to any other remarks which I may have to offer, I wish to notice a statement made by the Hon. Mr. Rogers at his opening; when he stated he was a practical politician, he stated a truth. I am going to illustrate that fact with an instance. Two years ago there was a man employed at the Willard State Hospital who was detected red-handed one night in smuggling liquor upon the premises of the hospital in order to sell it to the employees. That man was a cousin of the Hon. Mr. Rogers. As soon as Mr. Rogers heard of it he came there post-haste and insisted that the man should be reinstated after having been summarily dismissed.

MR. ROGERS (interrupting): Will I have a chance to reply to this?

MR. OSBORNE: It is a matter of history.

MR. ROGERS: The statement of the gentleman is untrue. May I reply after he has finished?

MR. OSBORNE: It is not untrue. I will state the facts.

MR. GEORGE McLAUGHLIN, of Albany: I rise to make an objection. Personal matters are out of order in this Conference. This speaker is not in order, and I insist upon a ruling upon my point of order.

CHAIRMAN FETTER: I hold the point of order well taken.

MR. ROGERS: I will be very glad to have him make his statement if I can make one in reply, but I don't care to ask it.

MR. OSBORNE: Very well, I will go on to something else, but Mr. Rogers is aware it is true. I wish to make some remarks with regard to the system of appointments made by the Governor, as to the theory and practice of gubernatorial appointments. They are of the class kept out from the civil service laws because it is supposed that the appointees should be of a character far above those required in the discharge of the ordinary duties of the employees of State institutions. It is supposed that the Governor offers the position to men of character, that is the theory of appointment, offers the position only to men who are best fitted for the place. Now there are hundreds of places to be filled by the appointment of the Governor and it is utterly impossible that he

should know of or should be personally acquainted with the character and the merits and the acquirements and capacity of the appointees. Yet he acts on the appointments as if he does, as if he knew every one of them personally and thoroughly, and knew they were fitted for their place. That is the theory. What is the practice? The practice is the Governor does not really appoint them. They are appointed by the machine, by the boss, by the county boss. That idea was illustrated for me very practically in an interview I had with Governor Black in 1897 when I called upon him to remonstrate against the reappointment of a manager of a certain State hospital whose term was about to expire. I hadn't gone very far in my statements when he arrested me with the inquiry, "Does your Senator know about this? Have you consulted him?" "Why, no, I haven't, I didn't suppose it was necessary." Well, his next remark gave me to understand that it was useless to come to him unless I had first seen the Senator.

Now, that was an illustration of the practice apart from the theory of gubernatorial appointments. The local man does the appointing really; the Governor signs the commission, but the name is written in the commission at the behest of the local boss. Now, can this state of things be remedied? There may be several remedies. Let me suggest one. There is a State constitutional convention to be held before long, I think next year or else the year after, the twenty years having expired since the last convention. In that, put a provision taking away from the Governor the appointing power to all local offices away from Albany; I would except those in Albany, whom he should appoint because he is in personal, official, direct relations with them; but those away at the ends of the State, in other parts of the State, let them be appointed by an appointment board. Divide the State into appointment districts, six, eight, ten or twelve, the outer lines of each district to be county lines. Have the appointment boards elected by the voters of these districts, each one of them having an appointment board, and provide that no voter shall vote for more than one-half the number upon a board, for that will insure a bipartisan appointment board. The voters in an appointment district, having good knowledge of the character and capacity of each one nominated by the political parties for a place upon

the appointment board, will be inclined to discriminate in favor of the most worthy without much regard for party lines. An appointment board so constituted would be likely to make appointments of a far higher character than those now made, nominally by the Governor, but really by the local party bosses.

I would suggest this as a matter of thought for you. It is evident that the system of appointments by the Governor all over the State is an antiquated, useless and dangerous practice, and that he ought not to be burdened with it if he is a conscientious, upright man; if he is not, then it is a dangerous power to remain in the hands of one man ignorant, utterly ignorant, of the personal character and administrative capacity of those whom he appoints.

MR. EDWARD T. DEVINE, of New York: Some four years ago I had the honor of a personal introduction to the Governor by a mutual friend, a member of the State Senate. It was the belief of my friend, the Senator, that some one who was in the relations in which I happened to be with charitable people throughout the State might perhaps say a few words to the Governor that would give him a better idea as to how the plans, which he was defending, for the reorganization of the charitable institutions of the State, would be regarded generally by those who were interested, as good citizens, in the charitable institutions. I took that opportunity to express myself somewhat strongly upon the subject, but I was unable to make any particular impression upon the Governor. He intimated that the agitation on the subject was only a "flash in the pan;" that any opposition which there might be would speedily disappear when the agitation on the subject came to an end.

Complaint has been made on this floor just now that it is rather a popular thing to find fault with the Governor of the State. Ladies and gentlemen: the one reason more than any other why it is a popular thing throughout this State to find fault with the Governor is because four years ago, three years ago, two years ago, he insisted upon disregarding the sentiments, the opinions, the advice given to him by disinterested people who have at heart the welfare of those who are dependent upon the charity of the State.

I wish to put into contrast with that interview, one which I had the privilege of having with the Governor-elect a few weeks ago, when he said to me earnestly and with obvious sincerity, "In the charitable, penal, and reformatory institutions of the State, appointments should be made with no reference whatever to party affiliations and every appointment should be such as to command the immediate respect and to inspire the confidence of those who are most familiar with charitable work and the real needs of our public dependents." Now, Governor Higgins did not say that to me in secrecy; he asked me if I would not make it known as widely as I could? He said that this was his view in regard to appointments.

The Senator complains that our statements have been general, that our criticisms have been vague, that we have not been specific. Let us see whether that is true or not. It seems to me we have been pretty specific. It seems to me that when the chairman referred to the appointment at Napanoch a little while ago, and to the appointment of alienists in New York City, he could not be accused of being otherwise than specific. It has seemed to me that the statements which have been made from time to time through the public press, and in the little periodical with which I happen to be connected, not to mention others, in regard to hospitals; and that the remarks made by members of the Conference here have been quite specific.

SENATOR ARMSTRONG (interrupting): May I ask a question of Mr. Devine?

MR. DEVINE: Certainly.

SENATOR ARMSTRONG: Will you specify, give a specific charge which was made by the gentleman in his report concerning a charitable institution in the State? Napanoch is not one.

MR. DEVINE: It ought to be a reformatory.

SENATOR ARMSTRONG: I agree that it might be better managed. Take charitable institutions which we are here to consider, or asylums for the insane, although they are not charitable institutions.

MR. DEVINE: Mr. Folks is in a much better position to make a specific statement about hospitals for the insane than I am.

SENATOR ARMSTRONG: I refer to the report of the chairman of the committee.

MR. DEVINE: Well, the chairman is here. I do not know whether there were any specific statements in regard to charitable institutions in this report or not. I think there were. I think there were some specific statements there. I have not read it at all or heard it before to-night.

CHAIRMAN FETTER: The only reference to hospitals for the insane was to the work of the Commission in Lunacy, but as far as specific statements are concerned, you have only to run back through the files of Charities to find a number of instances of that kind.

SENATOR ARMSTRONG: I was referring to the chairman's report.

MR. DEVINE: Senator Armstrong, your whole complaint was a general one relating to the Conference; that we did not know what we were doing. When you speak about the Democratic platform, about people who are your political opponents, you may or may not be right. We have no responsibility for that. But when you refer to complaints and statements that are made here, or at Albany, or statements made in the public press by the people who are interested in this Conference, I think you will find that they are pretty definite and pretty specific.

When the leader in the Assembly of the State said a little while ago that he did not propose to vote for any change in existing legislation until his judgment was convinced, I for one felt entirely in sympathy with him. I do not think that the members of this Conference wish any member of the Legislature to favor any legislation or to favor the repeal of any legislation unless they can convince his judgment. They ask merely for his fair consideration. They do ask that in these things they may be accorded a consideration which was not accorded to us when the legislation in regard to hospitals for the insane and the proposed legislation in regard to State charitable institutions were enacted. They ask that decisions of the Legislature should be made upon the merits of the propositions that are before the Legislature. It did not seem to us that all the important facts were taken into consideration. A definite policy had been decided upon as it appeared to us, by the political organization, as a whole, which was in

charge of the affairs of the State, a decision had been reached as to what was to be done, and there was not sufficient consideration given to these things which seemed to us so important and which related to the direct welfare of all the inmates of the institutions. I do not mean to charge any improper motives at all. I do not think there were any improper motives. I think the motives which led both the gentlemen to vote for these measures two years ago and which led the Governor-elect of the State to favor that legislation then was very largely a financial one. I think that they believed in a centralization of financial matters, that that would bring about a more business-like administration of affairs. But when the Governor-elect, having considered this subject anew, is now ready to say what he has said, and said repeatedly, that he is entirely in favor of reëstablishing these local boards of managers for the hospitals for the insane and that these boards should have all the responsibility except such as is purely financial, he takes a position in which he has our support, and in which he should have the support of the Legislature. Our position is that all questions in regard to the care and treatment of inmates of the hospitals, all questions in regard to who shall feed, clothe, and care for the patients shall be vested in a local independent board subject to the general supervision and inspection of the Commissioner in Lunacy, and that these responsibilities should not be vested in a single head or commission at Albany.

MR. ROGERS: Is it not a fact that the appointment of subordinates in State hospitals does rest in the superintendent now, the same as it has for the last ten or fifteen years, and not in the board of managers? Has any change been made in this respect?

MR. DEVINE: I do not know that I can answer your question.

MR. ROGERS: I will answer the question—no. The statute stood then as it is now. He appoints the subordinates. They were appointed by the superintendent and he still has the power.

MR. DEVINE: But the power of appointing and discharging the superintendent—that used to be under local administration entirely.

MR. ROGERS: The criticism you are making is unfounded, because the superintendent has the same power now that he had then.

MR. DEVINE: But that is the very point, the responsibility for the selection of the superintendent. That is the point of the whole responsibility of the management of the hospital, the appointment of a superintendent, the fixing of his salary, and the right of removal.

MR. ROGERS: If we had more time I would like to discuss the matter with you.

MR. DEVINE: I would be very glad to take up all these subjects, Mr. Rogers, if they can be taken up with an open mind and on their merits, and if you do not feel committed absolutely to everything that has already been done. That is all the members of this Conference ask.

MR. HOMER FOLKS, of New York: We are to be congratulated on the presence of these gentlemen from the Senate and Assembly, and I wish to point out one matter in regard to lunacy legislation, as to which our observation may have covered a wider area than theirs. They are necessarily more or less familiar with conditions in New York. Some of us have for ten years or more been familiar with the State institutions in all the states of the country. Now, as we have gone to our National Conferences of Charities, we have met numbers of eminent physicians, men with wide experience and superior knowledge. We have met them at times, and then the next year we have not met them, and, on inquiring as to the cause of their absence, have been told that the political situation in their states had changed and as a result that all the superintendents had been changed. Now, the point is this, that in the states in which that occurred—I could name them one by one—the first means by which the change was made was the substitution of a salaried board of three members for the larger, unsalaried board of managers. Now, knowing these things, I think that the Assemblyman and Senator will forgive us for having had a certain degree of apprehension, when the same plan was brought forward in this State.

MR. ROGERS: Will you answer a question?

MR. FOLKS: Certainly.

MR. ROGERS: Will you tell me whether in those states the appointing power was limited to the eligibles upon a civil service list?

MR. FOLKS: The power appointing a superintendent was not limited to an eligible list.

MR. ROGERS: Then we have a very excellent safeguard in this State.

MR. FOLKS: We have a safeguard to a certain extent, but perhaps no one knows better than the Assemblyman, the Senator, and, I may add, myself, as I have held public office, that the Civil Service Law is but a partial protection against partisan influences.

MR. ROGERS: I have greater faith in the chief examiner of the State than you have.

MR. FOLKS: I have great confidence in Mr. Fowler, but the civil service system does not and can not wholly eliminate political influences. I wish the members of the Legislature would give the members of this Conference this credit: that they will distinguish between what we have said as to what *had been* done, and what we said we thought *was likely to happen*. We said we thought the abolition of boards of managers paved the way for partisan interference, but we have not said, that is, this Conference, the people here, have not said that the State hospitals have been made a part of the political machine. Now, to complete the whole story, I must say that since these additional powers have been conferred upon the Commission in Lunacy, occasionally here and there something happens in the Commission which we know would not happen were the Commission left wholly to itself. I mention as one instance the appointment, referred to by the chairman, of the secretary of the board of alienists. No one of you who knows at all the circumstances could suggest for a moment that that particular appointment would have been made by the Commission in Lunacy unsolicited from a political source; that we must all admit, or plead our own prejudices. Now, then, when we see it happen in a little thing, we are afraid it will happen in some important things if the system that permits it is continued just as it is.

CHAIRMAN FETTER: Mr. Loomis has a brief paper and Mr. Devine has no paper at all. If there is no further discussion at this point we will call on Mr. Frank M. Loomis, of Buffalo.

THE RADICAL DEFECT OF THE MERIT SYSTEM.

There is possibly no person in this room, other than myself, who does not believe that his or her opinions on mooted questions of public interest are safely conservative. There are some of you who derive no little satisfaction from that belief. This satisfaction is denied me, for I am confessedly a radical. Not that I would have you think that I am in any wise doubtful of the safety, sanity or correctness of my own opinions: one who knows me will believe that of me for a moment. But, like the old time abolitionist, who believed, and believed rightly, that the only solution of the slavery question was abolition, so I have come to believe that abolition of the spoils system, root and branch, is a necessary prerequisite to efficient administration in all branches of government.

My subject this evening is, The Radical Defect of the Merit System. That defect I conceive to be the failure to provide a method or methods by which not only the minor places, but all the places in the public service may be filled by a practical test of merit and fitness. You will notice that there is nothing conservative about this, no saving clause, or reservation of positions to which it is deemed impracticable to apply a test of merit and fitness. I insist rather that there ought not to be and must not be any exceptions if we are to have a merit system worthy of the name; I am here to insist and maintain as best I can that the practical difficulties encountered in the enforcement of the Civil Service Law result not because it is impracticable to apply a merit test in all cases, but because rather of a radical defect in the system under which the test is applied.

To be specific—we have had now for many years a system of competitive examinations which all impartial observers agree furnishes, when intelligently applied, a relatively adequate test of the qualifications of persons seeking minor positions in the public service. Provision has also been made for promotion from these minor positions to relatively higher positions, but not to the highest positions. Why? Is it because a test of fitness is not needed for the highest positions equally, if not more than for the lesser positions? Most assuredly not; but because rather, it is said, of the impracticability of applying a merit test in filling these higher positions; but really because, and I say this not without weighing

my words, of an unconfessed unwillingness to relinquish the remaining remnant of official patronage. I know that this may be regarded as a rash statement; it is confessedly a radical one, and intentionally so. To the end that there may be no misapprehension as to how radical, if rash, the statement is, let me say specifically that I regard the provisions of the Civil Service Law exempting heads of departments, deputies, secretaries and like positions as without any foundation in principle or in reason; and I have still less regard for the court-made law that confidential positions so-called must be exempted because of the alleged impracticability of filling such places by a competitive examination. I know that, as a lawyer, I may be supposed to be treading on dangerous ground in assuming to question the wisdom of the courts; but we are not in court now, and incur no risk from a plainly spoken assumption that judges are but mortals, liable to err and subject to the perversities of judgment that at times afflict the rest of mankind.

But why do I say that the higher places named should not be exempted?

1. Because a test of fitness is needed for these places as much as, if not more than, for those which are graded lower.

2. Because experience proves that the choice of the appointing officer for these higher positions is determined by partisan considerations as much as when appointments are made in the lower grades. Heads of departments, deputies, and secretaries owe their positions not always, but usually, to political pull. Almost invariably the indorsement of the "organization" is a prerequisite to receiving an appointment. I do not assert that no consideration is given to the qualifications of the applicant, though it is too apt to be a minor consideration, but I challenge contradiction of the assertion that as a rule, and a very general rule, appointments to the exempted positions are primarily political appointments.

It is urged as an excuse for exemptions that executive ability, tact, and like qualifications can not be tested by competitive examinations. In a sense this is true, yet in another and wider sense it is untrue. In most competitive examinations as now conducted, a large percentage is given for experience in similar work, and the

appointing power is accorded the privilege of prescribing the scope of the examination.

If any of us were at the head of a department and had the appointment of a deputy or secretary the first consideration with us would be, or ought to be, what experience, and what success has the man whom we have in mind had in work similar to that which he would have to do in the position to which we are thinking of appointing him? I know what the rejoinder of many of you to this would be the same as that which is made by the politicians in each and every instance when it is sought to take a position out of the competitive schedule. You would insist, just as the politician does, that if left untrammelled in your choice you could make a better selection. And you will be surprised when I reply, as I do very emphatically, that I doubt it. Most of you, perhaps, would not be greatly hampered by purely political influences, yet you would not be entirely free agents. There are very few of us, if any, who are not under obligations, real or imaginary, and still fewer of us who would not be influenced to some extent by personal regard and friendship, other things being not so very unequal. Though reformers, we are surely not so distinct from the mass of humanity, as to be free from the frailties which are common, in varying measures, to all. I will even hazard the opinion that the judges of our courts, to whom I have before referred, would not be above providing some needy and not necessarily efficient dependent with a position as confidential secretary. I know of one instance in this State where a Supreme Court justice appointed his own son to such a position.

In short, under the rules, as now established in this State, governing appointments to minor positions in the classified service, where the appointing officer has the choice from three names certified to him, where the appointment when made is probationary, and where there is no restriction on the power of removal for cause, I am satisfied that little practical inconvenience and much good would attend the extension of the classified service so as to include the higher positions which I have named.

3. A further and very important reason for urging the extension of the classified service is that in this way, and in no other, is it practicable to induce the best qualified men to take the

examinations provided for entrance into the service. In other words we must hold out some inducement beyond that of continued service in a petty position, if we would have this better class, those who seek the highest preferment in other walks of life, enter our civil service examinations. We must provide a career worthy of strenuous effort, as worthy, perhaps, as that of any of the professions; and conversely, we must not limit that career to the incumbency of minor positions, and practically bar all chance of promotion to the head of a government department. We must not continue to say, in effect, that the highest award is given not to merit but to subserviency to the political boss.

Complaint is often made, and not by spoils politicians alone, that when a vacancy occurs in some relatively high administrative position there is no person in the lower grade fit for promotion, and that it is very difficult to induce a man of first-class calibre from outside to enter a competitive examination for the place. The suggestion that such places should be exempted then follows. This suggestion is not without force, provided the defect, that which I have assumed to term the radical defect of the merit system, be not rectified. I oppose such exemptions, not because I fail to recognize the force of the reasoning upon which the suggestion therefor is based, but because there is a better way. Let it but be understood that faithful and efficient service for the State means a chance for further advancement equal to what is promised, or may be reasonably expected, in any other vocation, and the State will soon have at its command the very best talent available anywhere.

Now, radical as I have confessed myself to be, I have been slow in coming to these conclusions. Like most civil service reformers, I have been in the habit of regarding certain places in the service as properly exempted for the very reasons which I have antagonized here. I have no doubt, now, that it would have been unwise at the outset to have attempted what I now advocate; but I am none the less convinced that the path of safety is to be found, now, by advancing rather than by retreating from the ground already won.

This leads me to refer, in conclusion, to a matter which was alluded to at your last Conference—to the desirability of having

our elective officials nominated by the direct vote of the people, instead of at political conventions. I am in hearty accord with the idea so far as it goes, but here again, as a radical, I must take exception to the want of thoroughness and consequent ineffectiveness of most plans for direct voting. Generally, these plans provide for party nominations at a caucus on an enlarged scale, at which the members of the party are expected to express their preferences for a party nominee. The danger is that in all but exceptional cases the nominee of such a caucus will be the man who has the "organization" or party workers behind him, just as happens under the present system. It may be an advance on the present system, but I apprehend that the difference in the results achieved would not be sufficiently marked to be appreciably noticeable. A further criticism is that there would be no check upon the domination of municipal elections by political parties; the elections would still be between Democrats and Republicans in a contest where the national party affiliations of opposing candidates ought not to be considered.

At the meeting of the National Municipal League held at Louisville in 1897, speaking from the text that "partisan politics is the bane of municipal government in America," I advocated what I term the free nomination system as the only efficient remedy for the municipal ills which follow a purely partisan administration of municipal affairs. Briefly stated, this plan contemplates the total abolition of the caucus system and the substitution therefor of the plan by which independent candidates are now nominated in this State by petition, except that the number of signatures required to the nominating petition would be preferably few, say not more than ten. The name of every candidate thus nominated would then go on the blanket ballot with the almost certain result of defeating all corrupt political combinations. There would not be two elections, one inside and one outside a regular political organization, as contemplated by the plans for direct party nominations. Political nominations might still be made, as we are informed is the case under the free nomination system in England, even for municipal offices, but there need be no resulting harm, because of the ease with which improper nominations could be defeated. In order to make a free

nomination system workable, it may be needful to reduce the number of elective officials so as to avoid an undue multiplicity of candidates at the poll. But this would be directly in line with the best and most advanced thought on this subject, and in itself, I think, would be a distinct gain for good government. It is, perhaps, not unworthy of notice in this connection that a plan for free nominations, such as I have outlined, has been incorporated into the municipal program of the National Municipal League.

It may be thought by some of you that even this brief presentation of the free nomination scheme is foreign to my subject as announced—The Radical Defect of the Merit System—but I think not. While the Civil Service Law relates primarily to the classified service, as we call it, the civil service of the State includes practically all the employees of the State outside of the militia. There is necessarily a very close connection between the classified and unclassified service, and that which I have assumed to term the radical defect of the merit system can never be completely remedied until all officials and employees are selected by some test of merit. So long as a part, and especially those holding the higher positions, are selected under a system which subordinates merit to purely partisan considerations, just so long will our merit system be radically, almost fatally, defective.

I have only to add in the words of Abraham Lincoln, slightly paraphrased, that a house divided against itself can not stand. I believe this government can not endure permanently, half slave in the bondage of the spoils system and half free in its devotion to a partial merit system. I do not expect the government to be dissolved. I do not expect the house to fall, but I do expect it will cease to be divided. It will become all one thing or all the other.

CHAIRMAN FETTER: Those who have followed the discussion this evening will agree that it has not been marked by broad condemnation of politicians in general; we all recognize that politicians are chosen from and by the people and are much like the rest of us. We may sometime become politicians, and the politician may in turn take up the harmless profession of teaching or of law. We should therefore all pray, "Lead us not into tempta-

tion." The man in public life is exposed under the spoils system to a too great pressure where the spoils system prevails. One of the speakers said truly that public sentiment is improving, that we are coming, year by year, to a higher plane of public service. I am ready to believe that public life is now purer and that our politicians to-day are better than in former years. But this result has not been fatalistic; it has not come without effort. The large measure of attained reform of the civil service has made possible not only better minor appointments, but a finer spirit of public service among the higher elected officials. Our standard of judgment has been rising. Public attention and criticism point out defects where the conditions would have been deemed almost ideal twenty-five years ago. But the ideal seems almost as distant now as ever. Such a discussion as we have had here to-night indicates a healthy interest in the question. For one I rejoice heartily that we have had presented to-night the various phases of the subject. We may hope that this meeting may contribute in some measure toward the development of public opinion and toward the advancement of the public service of this State to a plane higher than it has ever attained.

MR. ROGERS: Appreciating the kindly spirit shown by Prof. Fetter, I wish to make a slight correction in a statement made by me. In the stress of the moment I think I used a word in reference to Mr. Osborne's statement which, if I had an opportunity for preparation, I would not have used. I think I said the statement was untrue. I did not mean that, for I have too much respect for Mr. Osborne to make any such a remark. I meant to state it was inaccurate and I ask that my remark be corrected in that respect.

The Conference then adjourned at 11:10 p. m.

EIGHTH SESSION.

Friday, November 18, 1904.

This, the last session of the Conference, was called to order by President Hebbard at 10:40 a. m., and the Committee on Resolutions presented the following report:

"The fifth New York State Conference of Charities and Correction, assembled at Syracuse, N. Y., November 15 to 18, desires

to give public expression to its appreciation of the cordial hospitality that has been shown by the citizens of Syracuse to the members of the Conference, making them feel that they are truly welcome.

"The thanks of the Conference are specially due to the members of the Local Committee, of which Hon. Charles Andrews is chairman and the Rev. A. W. Clark, secretary, and particularly to the ladies of that committee; and also to the Chamber of Commerce, the Associated Charities, the other charitable organizations of the city, the Craftsman and the Syracuse Rapid Transit Railway Company.

"The full reports of the meetings contained in the newspapers of Syracuse are also much appreciated, as they bring to the attention of a large circle of readers the principles and purposes of the Conference.

"*Resolved*, That the president of the Conference be directed to acknowledge the letter received from Hon. William P. Letchworth of Portage, the first president of the Conference, who has been prevented by ill health from being present at this session, and to convey to Dr. Letchworth the best wishes of the delegates.

"*Resolved*, That the executive committee be requested to give consideration to the suggested extension of the civil service rules to county charitable and correctional institutions, to the desired enlargement of the State asylums for the feeble-minded, and to the necessity for providing for the adequate supervision of children placed out in family homes, for the purpose of diffusing reliable information on these subjects and, in cooperation with others interested, of securing such reforms as are found to be desirable."

NATHAN BIJUR,
THOMAS M. MULRY,
FREDERICK ALMY,
Committee.

On motion, the report was adopted unanimously.

PRESIDENT HEBBERD: I am in receipt of the following telegram: "Faribault, Minn., November 18. President New York State Conference, Syracuse, N. Y. Greeting and God-speed from Minnesota Conference in Session. Andrew J. Eckstein, President."

Unless there is objection, I shall feel authorized to send a similar message to the Minnesota Conference.

The members of the Conference from New York desire me to extend a cordial invitation to you all to be present at the next session of the Conference to be held in Manhattan.

I now take pleasure in turning this meeting over to the Committee on the Mentally Defective, the chairman of which is Dr. Eugene H. Howard, Superintendent of the Rochester State Hospital.

Dr. Howard then assumed the chair, and said: I appreciate your loyalty in staying with us this forenoon after the more active work of the Conference is finished, and we will try to push our reports and papers through with all the promptness possible. First of all, I will read the report of the committee.

REPORT OF THE COMMITTEE ON THE MENTALLY DEFECTIVE.

The past year has been marked by an unusual crystallization of thought based upon experiments and changes which have been undertaken in New York State during the past decade as the result of a wide-spread belief that new methods must be adopted to keep pace with the needs of our increasing population and the demands of advancing civilization. The annual Conference of Charities and Correction is an expression of this unrest and dissatisfaction with former methods, together with a desire on the part of the intelligent and capable portion of the community to think and do for the afflicted and helpless.

Ever since the State has taken an interest in compiling the records, the fact of the great numbers needing institutional care has been understood, and that there has been a steady ratio of increase much beyond the increase in the population has been evident to the watchful. Many schemes to meet these growing needs have been considered, culminating in the opinion that the safe and sane way is to guard thoroughly against the influx of dependents and then to provide suitable and reasonable institutional care for all those who need it and for all those whose propensities demand it for the protection of the community.

The increase in number from year to year does not represent exactly so many new cases, but shows rather that the increasing

needs of the community for protection have brought forward many additional cases, and that confidence in institutional care has grown in the public mind.

The number of persons over sixty years of age admitted to State hospitals during the past five years more than doubles the number of senile cases admitted during the first half of the decade. Although the tendency to increase is to be found in every other grouping of cases, it is reasonable to believe that there are not so many more cases in the community, but that the people are constantly sorting out more and more cases that seem to be in need of institutional care for their own good and for the good of all. We now realize more than heretofore that this tendency is not to be deplored, but to be recognized as an added exponent of the common intelligence.

For many years it has been known that over half of the mentally defective in public institutions in the State are of foreign birth, but it remains for this committee to report that the United States government has enacted a comprehensive measure to grapple with the immigration of defectives, and that our State has established a working commission of expert alienists at our port of entry who will prevent the importation of dependents of this class.

The increase in the number of the mentally defective in the care of the State has been provided for, although not adequately, by increased accommodations. The needs of the insane have been met in a unique way. It has been decided to assign the apartments occupied by physicians in several of the hospitals to the use of the patients, and now there are in process of building several superintendents' houses, staff houses and nurses' homes. Tents also during the past year have continued to relieve the crowded conditions, and these are satisfactory for sanitary reasons. At Willard, during the summer, tuberculosis is thus cared for. The experience with tents at Manhattan is interesting. In Manhattan State Hospital, West, tents are used for the recent cases with gratifying results. In Manhattan State Hospital, East, 265 patients have been cared for in five tents. The benefit to the aged, demented and bed-ridden patients has thus been marked; 88 cases of delayed convalescents have thus been cared for and tents are used at this hospital throughout the year for cases of tuber-

culosis. Besides tents, two pavilions for tubercular cases have been built, one at the Binghamton, and the other at the St. Lawrence Hospital. An administration building has been completed at Central Islip, and a building for patients at Dannemora. Small hospitals for clinical and surgical purposes, or for isolation have also been built at the Middletown, Utica, Hudson River, Willard, St. Lawrence and Binghamton hospitals.

Mr. Heins, the State Architect, as advised by physicians, has drawn plans for buildings that classify the patients according to their several needs. The cases whose recovery may be hoped for, are provided for in special buildings where facilities for treatment are the main feature. The cases needing a home and care for considerable time (the chronic cases), are provided for in less expensive buildings where industrial features are prominent, while the aged and infirm are cared for in buildings adapted to their needs. The scheme lends itself to efficiency in medical and custodial care, and at the same time secures the greatest degree of economy in construction and management consistent with the interests of the patients. Buildings for 750 patients are being built this year at Rochester after this general plan.

The isolation of classes suffering from contagious diseases and efforts to give them appropriate care are the subjects that seem most prominent in the minds of those interested in the helpless classes, who are themselves mentally unable to recognize danger and unable to avoid becoming a source of danger to their associates.

The separate care of persons suffering from tuberculosis is a subject on which there seems to be an earnest effort toward practical results. Two per cent. of the insane in New York State are thus doubly afflicted. It is the purpose of the Commission in Lunacy to provide for all these cases by building pavilions at several hospitals, one of which is to be a part of the new institution in the northeastern part of the State. Both at Binghamton and at St. Lawrence hospitals, a pavilion for one hundred patients suffering from tuberculosis is in process of construction. Before adopting plans for such pavilions the Commission and State Architect had recourse to the essays offered in the contest for the King Edward Sanatorium; Dr. Trédeau also examined the plans and gave valuable suggestions.

Three amusement halls have been completed during the past year. There are reasons why separate chapels are more desirable than the plan of using the same hall for religious services and for entertainments. The association of ideas makes it inevitable that the comfort to be derived from a chapel kept sacred for religious purposes is more readily secured than when the same hall has been the scene of merriment. In many cases the sensibilities of the insane are quickened instead of being blunted.

Twice during two years the pay of employees in the State hospitals has been increased. Given wise control, and efficient, humane and intelligent medical work, no surer method to enhance the welfare of the insane could be devised, because the better pay, with the permanence of employment, attracts more capable persons to the work and diminishes the number of changes in the service.

The reorganization of the medical work of the State hospitals on such a basis as to insure the coöperation of the medical profession at large, and particularly of the neurologists, was the task placed upon Dr. Frederick Peterson when he was asked to accept the position of president of the State Commission in Lunacy. He made many sacrifices of time and money and gave his best thought to the undertaking, which, being practically accomplished, was followed by his retirement during the past year. In this work Dr. Peterson's efforts were ably seconded by the Director of the Pathological Institute, Dr. Adolph Meyer, who has been indefatigable in his effort to improve the medical service by special work and instruction, both at the Institute and at the hospitals. The State hospitals count themselves as peculiarly fortunate in the appointment by the Governor of Dr. William Mabon, the former accomplished and distinguished Superintendent of the St. Lawrence State Hospital, to succeed Dr. Peterson. His ripe experience and quick appreciation of the needs and possibilities of each department will further organize the work, and we believe will incorporate sufficient elasticity into the necessary and excellent estimate system, so that discouraging and embarrassing restrictions will not hamper the officers in meeting the emergency needs of the institutions and their inmates.

The loss sustained by the resignation of Dr. A. E. Macdonald as Superintendent of the Manhattan State Hospital, East, can not be overestimated. A powerful man, a good man, a grand physician. Who can fill his place at the hospital and in the councils of the State?

Those who are interested in the welfare of the mentally deficient have reason to be glad that Dr. Spratling still remains at Sonyea. His value is not confined by the limits of the Colony that he has so admirably established. Physicians in similar lines of work are proud of his achievements, take note of his methods, and gain courage from his success. Notwithstanding the splendid achievements at Sonyea, its friends feel that the work there has been hampered by lack of funds to make real Dr. Spratling's visions of excellence.

What might have been accomplished for the feeble-minded and idiots, and remains undone, is a matter for most serious consideration. Rome, Syracuse and Newark all have friends who lament the lack of funds to do work for which there is much need. Dr. L. Pierce Clark characterizes the provision for these institutions as ridiculously small and inadequate. He advocates the establishment of separate schools for children who are found unable to keep pace with normal pupils in public schools; such tuition being provided for them before the further step, that for all defective children will not be necessary, of sending them away from their homes for institutional care. Such schools have been established in New York City and in Europe. Systematic examination of all such children should be made, and the pedagogical equipment of instructors should be adapted to the special character of the task.

In addition to the already remarkable educational features of that institution, sloyd has been introduced at Syracuse. For half a century this city has been the home of this progressive and successful school.

The organic law governing the institution at Rome was altered by the last Legislature to the extent of eliminating the term "unteachable" as applying to the feeble-minded. It is matter for regret that the money for a building for 100 inmates, \$38,000,

is found to be insufficient, and as a result another year must elapse before additional accommodation can be begun there.

At present there are on file at the Rome institution 350 applications of persons awaiting admission; besides these, there are at the Syracuse State Institution about fifty of the older cases awaiting transfer to make room for younger children at Syracuse, and the reports show there are about 600 of these in county, city and town almshouses, and at the county's expense.

It is extremely necessary that provision be made in this State at an early date for the criminal feeble-minded, they being a menace to the reformatory institutions where little or nothing can be done for them, and from which they are soon to be turned back into the community to continue their depredations, and to drift farther into crime and diffuse vile habits among younger children. They are also a menace to the class of people at Rome, if cared for in association with other inmates. With this in mind the board at that institution proposes that before any more of these cases are admitted, separate provision must be made for them in a suitable building, properly equipped, in order that they may be isolated from the other cases. The members of the board are of the opinion that these patients could be made to contribute considerably toward their own support in assisting in the various industries; as shoemaking, broom and mat making, farming and gardening. The State Industrial School at Rochester, the houses of refuge for women, the House of Refuge at Randall's Island, and the Elmira Reformatory, all have a number of cases of this kind, who should be cared for in a custodial institution where they are shut up for life rather than serving short term sentences in these various institutions.

At Rome the board is considering the proposition of caring for the brighter feeble-minded boys on farm colonies surrounding the institution, and propose to ask the next Legislature for \$45,000 for the care of 100 of these boys on farm colonies rather than place this amount into one large brick building on the grounds. They propose taking \$40,000 of this amount to buy from six to eight surrounding farms, which farms will already have thereon the necessary buildings for the accommodation of 100 inmates.

This arrangement would give them from six to seven hundred additional acres of land of which they are very much in need. They would use the remaining \$5,000 for making needed repairs to the several houses.

They are very sure they could care for an additional 100 inmates on these farms at \$100 per capita per year, and that they would also be contributing considerable toward the reduction of their per capita at the central plant in the vegetables, milk, butter, etc., which they would be able to produce, and then when they wished for additional accommodations for another 100 inmates, on five of these farms they would build frame cottages at \$5,000 each, thus providing buildings for 100 at a cost of \$25,000 instead of \$45,000.

The board at Rome proposes to impress upon the next Legislature these facts, arguing for the need of special provision for the criminal feeble-minded, the extreme desirability of the farm colony extension, and also proposes to ask for sufficient money in addition to moneys appropriated last year to provide for an additional 400 inmates in connection with the institution—the amount to be asked for being in round numbers \$170,000.

It is hoped that the Conference will be in a position to help press their claim.

The training schools for nurses in the State hospitals in their examinations and promotions, take the place of the simpler civil service methods of the prisons and other institutions. It is to be regretted that this fact is not taken account of in the regular civil service system of the State.

CHAIRMAN HOWARD: I take pleasure in bringing to your attention a matter which will be introduced by Dr. William L. Russell, medical inspector of institutions for the insane. Dr. Russell comes to the hospitals for the insane and stays with us and studies with us, and criticises us and guides us and makes reports to the Commissioner in Lunacy relative to our work. We welcome him and I take particular pride in introducing him to you on this occasion. The subject of his paper will be, "Importance of Recognition and Appropriate Care of Distinct Phases of Mental Defect." Dr. Russell.

IMPORTANCE OF RECOGNITION AND APPROPRIATE CARE OF DISTINCT PHASES OF MENTAL DEFECT.

The subject assigned to the writer includes so much that it has seemed inadvisable to refer in this paper to phases of mental defect other than those ordinarily classed under the general term insanity. In medicine a knowledge of different disease forms and of the conditions upon which each form is dependent is the foundation of intelligent (medical) practice. Since the earliest times to which the history of medicine extends, the investigation of mental disorders has involved efforts to classify them according to common characteristics or common causative factors, and to group them under descriptive titles. The task, however, has proved most elusive and perplexing, and progress towards its accomplishment has been slow. It is now two thousand years and more since Hippocrates used the terms mania, melancholia, and dementia to characterize the mental disorders distinguished in his times, and these terms are still in use. The significance attached to them has, however, changed from time to time, and various qualifying adjectives such as acute, chronic, recurrent, puerperal, senile, have been found necessary to indicate the subdivisions made necessary by increasing knowledge. It has also been found possible to separate new groups of cases under more accurately descriptive titles, such as paranoia and general paralysis, and many new facts have been learned in regard to the nature of mental disorders and the causative factors upon which they are dependent. Real progress has indeed been made, but no classification of mental diseases which will answer for all cases or which can be interpreted plainly enough to be intelligible to all observers and used with accuracy and mutual understanding has yet been worked out. Classifications of insanity are almost as numerous as books on the subject; a sufficiently clear demonstration that none has met with general approval. Efforts at classification continue to be made, however, as recognition of the different disease types which constitute insanity is essential to an understanding of their real nature and to the application of appropriate measures of prevention and cure.

So many aspects of the subject have presented themselves that it has been difficult to determine upon the most interesting and

profitable to present. It would perhaps have been useful to have discussed the early phases of insanity, those of which the conditions requiring commitment to institutions for the insane are the culmination; which receive less attention than their relation to incurable insanity demands; and of which the medical profession and the public are altogether too ignorant. After much consideration, however, it has seemed more advisable to direct attention to a rather promising change that has occurred in the methods of investigating mental disorders, and especially to certain features of the work in connection with the care of the insane in this State. These seem to the writer to have an important relation to the better understanding and the consequent better management of insanity, and though the subject may be somewhat technical, it has seemed desirable to make an attempt to invite the interest and practical support of this gathering of promoters of benevolent enterprise.

In order to get a proper conception of the purpose and scope of the work which has recently been undertaken by the State, it will be necessary to explain some of the influences which have led up to and shaped it. A few years ago the most promising field for the investigation of the nature of insanity was considered to be in the morbid changes discoverable in the nervous system of those who had died insane. The great progress made in the elucidation of general diseases by means of studies in pathological anatomy gave occasion for this view, and many believed that until the underlying anatomical changes were better understood, no satisfactory classification of the forms of mental disease could ever be made. It is now believed that this view is not entirely correct, and that essential as investigation of pathological anatomy may be, it is a mistake to pursue it too exclusively. There has perhaps been a tendency to lose sight of the fact that discoveries in the pathological anatomy of general diseases were preceded by a broad foundation of clinical knowledge into which the discoveries fitted exactly, and that owing to difficulties connected with the subject and the means of studying it, this foundation was lacking to a greater degree in the case of mental diseases. It is a narrow view of pathology that limits it to the study of the anatomical changes occurring in disease. Pathology has for its field the whole

nature of disease and involves inquiry concerning all the morbid changes discoverable during the life or by means of post-mortem investigations.

The influences which have been strongest in bringing to the study of insanity broader methods of investigation have come from Germany. A few years ago a committee of three physicians who went from England to investigate the institutions for the insane on the Continent, with special reference to the establishment of a new institution in Lancashire, mentioned in their report that while in England much work had been done in the study of the pathological anatomy of insanity, in Germany scientific investigation had to a greater extent included the clinical aspects also. In this country some of the special pathologists, who have in some states been employed at the institutions for the insane, discovered for themselves that their anatomical studies were unprofitable because of a lack of sufficiently complete and accurate records of the actual conditions presented by the patients during life, and went abroad for further light in regard to the best methods to pursue. Partly then as a result of the general progress of medicine and other branches of knowledge, but principally because of the work of a small group of German investigators, of whom Kraepelin and Wernicke are chief, a new epoch in the study of insanity has begun. These investigators have resolutely cast aside traditions and have approached the subject by simple direct methods to determine, by the light of modern knowledge, the exact conditions presented by the patients. After years of patient study of the life histories of a large number of cases they have made a foundation for classification based not only upon the immediate symptoms presented, but upon a fairly comprehensive knowledge of the disease type with which the case could be identified. Thus "dementia praecox" indicates a disorder in which there is a defective mental constitution, a distinctive group of symptoms, a course marked by various episodes of excitement, depression, stupor, hallucinations, delusions, all stamped with characteristic features, and a final deterioration of the mental faculties. "Manic-Depressive Insanity" indicates a periodic disorder, presenting a characteristic type of exaltation and depression, the one frequently alternating with the other, each with distinctive

symptoms, with intermissions of normal, or almost normal, mental life of varying length up to years, and with recurrences possibly throughout a long life without much, or perhaps any, marked deterioration of the mental faculties. These two groups illustrate the comprehensive method of investigation upon which they are based and what may be expected of further studies on the same lines. Many cases of insanity which can now be readily classed in one or the other of these groups were formerly the occasion of much confusion. The past histories of some of the cases in the hospitals, or of cases readmitted after one or more previous attacks, show plainly the advantage of the new classification. Instead of a number of different diagnoses at different times, some inconsistent with the others, the variation in the symptoms at different examinations can now be understood, the diagnosis remains fixed from the beginning, irrespective of the phase exhibited at any particular time, and the future of the case can be more accurately foretold. The ability to predict the probable future of a case of illness, prognosis as it is called, is one of the most valuable resources in medicine. It enables the physician to apply measures of prevention and to anticipate with treatment what he knows may be expected, as well as to treat what is already present. Its value when applied to mental diseases and to the care of the insane can be readily appreciated.

Valuable, however, as these contributions to the classification of insanity are, they are far from perfect, as so much remains to be learned regarding them. They serve, however, to show how profitable the clinical investigation of mental diseases may be made, and to prove the value of the methods of which they are the outcome. An incentive has been given the medical study of the insane which has already quickened the interest of every physician who has to deal with mental disorders and must eventually prove of inestimable value to the individual patient and to the whole problem of insanity. One of the difficulties connected with the medical study of insanity has been the lack of a definite phraseology by which to express the mental symptoms exhibited by a patient. There has been no mutual understanding concerning the meaning of the words used, and the symptoms upon which diagnosis could be based have in the case of many of the accepted

forms of insanity been rather vague. The subordination of classification to plain statements of what was learned about the cases has led to the introduction of more precise and more accurately descriptive methods of expression, and a method which requires the frank admission of inability to classify when essential facts are wanting provides that the points upon which diagnosis is based shall be definite and intelligible. This in itself tends to bring descriptions of mental diseases more nearly on a footing with those of general diseases, and therefore to render them more easily understood, especially by the general medical profession and the public. The plan of basing diagnosis upon a broad view of the case, rather than upon a few symptoms, has necessitated a more thorough investigation of all obtainable facts relating to heredity, conditions surrounding birth and development, the mental and physical constitution of the individual at his best, the conditions under which mental disorder first appeared, the mode of onset and course up to the time of examination, and the physical and mental symptoms revealed by the examination. The ordinary medical work in the care and treatment of the insane must therefore be more thorough, accurate and systematic.

The stimulus given to the clinical investigation of mental diseases has not led to neglect of pathological anatomy. It has tended to furnish what was needed to make anatomical findings intelligible, to excite interest in post-mortem investigation, and to point the way to the most promising fields for research.

For a number of years past, the medical study and treatment of the patients in the New York State hospitals have been improving, due principally to the general progress of medicine. This improvement has, however, referred chiefly to the physical aspects of the disorders from which the patients suffered, and the methods of investigating the mental conditions did not until recently undergo any great change. This was not due to any lack of interest on the part of the hospital physicians, nor to a lack of appreciation of the importance of the matter on the part of the State Commission in Lunacy or other State authorities. New York State was fully abreast of other states, and in many respects ahead of them. When the State assumed the care of all the indigent insane, the Commission in Lunacy wisely showed its apprecia-

tion of the fact that the scientific study of problems relating to insanity should form a feature of the work of the department, by recommending to the Legislature the establishment of a special institute for this purpose. About eight years ago funds were provided and the Pathological Institute of the State hospitals was opened. The purpose of the institute was, according to the published statement of the commission, to furnish facilities for "investigations of the anatomy, physiology, and pathology of the nervous system." This was considered the most promising field for research at that time. One of the most accomplished students of the pathological anatomy of the nervous system, that could be found in the State, was appointed director. The plan of work was broadened so as to include in addition to pathological anatomy, research in a number of branches of science which seemed to be related to the problems with which the institute was established to deal.

In accordance with prevailing views, however, the mistake was made of working along purely laboratory lines only and of leaving from the plan the systematic study of the conditions presented by insane patients, and of the needs really felt by those engaged in the practical work in the hospitals. After five years it was realized that the institute would have to be reorganized on a different basis. In the meantime, owing to influences already outlined, a new conception of the possibilities of clinical investigation of insanity in connection with work along more purely research lines has spread abroad, and in the reorganization provision for such investigation was made. The institute was removed to Ward's Island, from which easy access to the wards of the Manhattan State Hospital could be obtained. The State was fortunate enough to be able to secure as director Dr. Meyer of the State Hospital at Worcester, Mass. Dr. Meyer had had not only a most thorough training for his special work as an investigator of morbid conditions of the nervous system, but for a number of years had been pursuing clinical studies of insanity along the lines which had proved so useful in Germany. He was thoroughly imbued with the value of these methods and was filled with a desire to get at the bottom facts of the conditions presented by the patients. Two years ago the work of the reorganized institute was fairly

begun. The general outlines of the plan decided upon were based upon suggestions made in a report of a committee of three superintendents in 1900 and consisted in (1) provision for instruction of the assistants in the hospitals in advanced clinical methods, (2) consequent improvement in the methods of medical study in the hospitals, and the accumulation of useful data in the course of the ordinary medical work, (3) more extended laboratory and post-mortem work at the different institutions under the supervision of the institute, (4) original research work at the institute by the director and his assistants.

The provision for instruction of the assistants in the hospitals has supplied a long felt want, and at no previous period could it have been turned to as good account as at present, when the clinical study of mental disorders has assumed such a definite and practical shape. The medical schools do not equip their graduates for practice among the insane. Their object is to educate men for general practice and under present conditions there is little demand upon the general practitioner for knowledge and skill in mental diseases. Consequently assistants came to the institutions very poorly prepared to understand and deal with the exceedingly special conditions presented by the patients. Observation and practice with hard study will in time make men efficient. Exceptional individual initiative and power of application are, however, necessary and the process is at best slow and uncertain. The results demanded by the exacting requirements of modern life, can only exceptionally be thus obtained. Besides, the practical work of hospital administration and the care and treatment of large numbers of patients leave little time or energy for systematic studies. It is difficult for men absorbed in specific duties of a special character, especially when they are more or less remote from the medical centres, to keep abreast of the progress of medicine. The need then for facilities for special instruction is felt by beginners and veterans in the work among the insane. The United States Government has provided the Army Medical School for the special instruction of the medical men in the government service. The State of New York in making necessary provision for the proper education of those to whom it intrusts the care of the insane shows an appreciation of

its responsibilities worthy of the advanced position which it has held in the care and treatment of this class of dependents. Several classes for courses of instruction have already been formed at the institute, and though it has not been easy to spare the men from the hospitals, superintendents and assistants have gladly worked harder, so as to make the most of the opportunity. A proper conception of the increased interest in the medical study of the patients, and of the improvement in the methods of examination and of recording the facts which has resulted, can not be conveyed by description. To facilitate the work and to render the records more readily useful, typewriters have been provided. System, accuracy, and thoroughness characterize the work. In order to secure the benefits of consultation for the patient, and criticism for the case record, each patient admitted is made the subject of discussion at the conferences of the medical staff. Frequently the patient is presented and the information and observations of the examining physician are subjected to the closest scrutiny with reference to diagnosis, prognosis and indications for treatment. Thus the ordinary medical work relating to the care and treatment of the patients in the institutions throughout the State has been quickened in a way which can not fail to be of great service to the individual patient and to the future of the care of the insane in general.

Further study is facilitated by summaries of the principal facts relating to each case, which are filed in such a way as to be readily accessible for reference and for special studies. Scientific research concerning symptoms, causes, classification, and other important questions can thus be made to go hand in hand with the ordinary work, and to become a natural outgrowth for the supply of what the physician feels the need of knowing concerning the cases and the conditions which they present. The institute acts as a means of coördination for the work which can eventually be turned to account as contributions to the investigation of the problem of insanity.

In the courses of instruction at the institute pains are taken to include the most advanced methods of investigating the physical condition of the patients, in order that in the ordinary work it may receive the careful examination which its importance de-

mands. Instruction is also given in anatomy of the nervous system and in post-mortem work. The more elaborate studies in pathological anatomy requiring special equipment and special skill will be made at the institute, the material carefully removed and prepared at the different hospitals being sent to the institute for that purpose. The whole plan of work and study, it may be said, is on practical lines elaborated into scientific inquiry.

The special research work at the institute is managed entirely under the supervision of the director, and is along clinical, anatomical, chemical, experimental and other lines, which seem to be of value in the solution of the problems under consideration.

Under the present organization, the institute has become an integral part of the State system of caring for the insane. Its support should not depend upon the presence or absence of any brilliant results. It provides for the greatly needed special instruction of the assistant physicians; its influence is a constant stimulus to scientific methods and thorough work; it acts as a center for the correlation of the results of investigation into the nature, causes and treatment of insanity carried on throughout the hospitals; it is pursuing research work on a foundation of known facts and felt wants in a rational spirit and by practical and yet advanced scientific methods. The results in two years are that without the addition of a single member to the staff the study of insanity in the State hospitals has been elaborated and made definite to an extent little short of revolutionary and that a degree of interest has been excited among the physicians hitherto unprecedented. Already the influence of this work is becoming apparent outside the hospitals, and the possibility of approaching the medical profession and the public with more definite statements and more useful suggestions is in sight. These are sufficient reasons to establish confidence in the work. Its support should not depend upon the presence or absence of brilliant discoveries. These can not be forced and no one knows the secret entrance to where they are hidden. The way to them has invariably lain in the direction of painstaking efforts along ordinary lines, and they are often made when least expected.

This paper may not be strictly in accord with what was intended by the title, but I know of nothing relating to the recog-

niton and appropriate care of distinct phases of mental defect which is of more practical importance to the people of this State than the work in connection with the State care of the insane, to which I have tried to invite your attention.

CHAIRMAN HOWARD: As you know, the State of New York has two hospitals for the care of the insane connected with the Department of Prisons, one at Matteawan and one at Dannemora. These hospitals are for the care of the insane just as much as the ordinary, regular State hospitals for the insane. The medical men at those hospitals work hand in hand and shoulder to shoulder with the men in the other hospitals, and I take pleasure in introducing to you Dr. Robert B. Lamb, Medical Superintendent of the Dannemora State Hospital, who will lead the discussion on Dr. Russell's paper.

DR. ROBERT B. LAMB, of Dannemora: I can very cordially agree with all that Dr. Russell has said, except one point; this he read near the finish of his paper and was in the nature of an apology for his interpretation of the title of the paper. Now, it looks to me as though Dr. Russell did exactly right in considering the subject in abstract form, and that his apologetic explanation is the only part of it in which he errs. This Conference is largely an assemblage of intelligent laymen. Its members are therefore interested in general medical opinions only so long as they can follow and understand them. Had Dr. Russell treated his topic in a technical way, the object of the Conference, which is sound instruction, would have been defeated, so far as its lay members are concerned. But if Dr. Russell has mentioned to you a general outline of the work, I think it is because he expected me to take up the details. This must be done in very brief form and must be devoid of the technical if you are to be interested.

Now, up to the time that the State assumed the responsibility of caring for all her indigent insane, no uniformity of effort existed. The work of medical men, and of their necessary business associates, was without system. You can readily see the difficulty of obtaining tangible results when no system of work was employed. It would be quite as reasonable to expect an undirected army to win victories, as to expect the medical men of the State hospitals to secure definite, certain conclusions, when

each man or set of men employed a different method and no common goal was determined. If there is any one thing that the present Pathological Institute accomplishes, it is the establishment of a working system. It creates at the same time an organized corps of scientific workers collaborating constantly in their labors. The scheme of work is known to each member and he conforms to the general working rules of the system as a unit. Later on, when several years shall have gone, the fruits of such persistent, directed service shall be seen. Instead of records containing a few hundred cases, all made in that special direction, we shall have access to the histories of thousands of cases, all made with a common aim and guided by intelligent supervision. It is not necessary to direct your attention to the betterment; it is too apparent. If we go back a dozen or fifteen years and look over the records of the patients then under treatment in the hospitals for the insane, we should find that a large portion of each record was expressed by the opinions of the attending physician. It is needless for me to tell you that medical opinions differ or that doctors sometimes disagree over the same patient.

But the fundamental principle of the new system is that the record of a case shall be a matter of facts. It may be well enough to outline an opinion as explanatory of previously noted facts, but the facts must be noted together, so that they may be considered as facts and quite apart from the opinion of the observer. Once we are in possession of the absolute facts in any particular case, we can form an opinion. So can any one who reads the record; and the record is as valuable a guide a century after it is made as on the date of its creation. Indeed, with the advancement in learning going on each year, it is not unreasonable to expect that records made to-day may be interpreted at the end of a century better than to-day. If the cold absolute facts in a case are before us they are bound to assert themselves as facts, first, last and always. All this may be made clearer by a simple illustration. We will suppose that a man is taken ill, a physician is called who decides that the patient suffers from pneumonia. No symptoms are recorded, simply the physician's opinion that pneumonia is the disease. Suppose that a dozen years go by, when, for some reason, the question is raised as to whether or

not the patient really suffered from pneumonia. We look to our book to find out the physician's opinion to prove our case. Suppose, on the other hand, that the same physician had noted carefully *every symptom and sign* exhibited by the patient and had offered no opinion whatever as to the nature of the disease. Is it not clear to you all that the disease could be named from these notes as easily by the later observer as by the earlier one? Our search must then be for the absolute, the separate, the distinct. When so made it can scarcely fail to give tangible results.

There is in this State a distinct, characteristic class in which mental defect is plainly shown. This class is the criminal insane, about which some of you probably know. The movement for their care was begun at Utica, only an hour's journey from us. A half century has passed since its beginning, and the movement has been enlarged at home and copied abroad. When we know that the English government copied and adopted a system originated by our own State, we must have some feeling of pride which, I think, is not unpardonable. New York State now maintains two institutions for the care of insane criminals; where mental defect is the rule and not its exception. These patients are held in care and custody not for a definite length of time, as provided for by the usual sentence, but for an indefinite length of time, this being fixed wholly by the mental state of the person himself. If he is so defective mentally as to be unfit for the social relation, he remains in custody practically for life, the gain being double. The patient is given a better home and treatment than his own weak intellect would enable him to provide for himself, and society is in the meantime safe from the depredations of not only the patient himself, but of his possible descendants. That the Empire State should be first in the inauguration of this special work, speaks well for the enlightenment and wisdom of her citizens. There is another point in caring for mental defectives to which I wish to refer. It concerns the present attitude of the management of the Elmira Reformatory to the mentally defective prisoner. Their position I view as another evidence of the better understanding of the defective classes and a sign of progress. If, when a youthful offender comes to the Reformatory he shows signs of deficient mental capacity, which

are not bettered by the regular life of the institution and its individual treatment, he is finally sent to the Dannemora Hospital for observation and attention. His mental capacity is carefully determined and his future rests wholly upon this. If he is found to be a danger to the social world he remains indefinitely. If not, he is given an invalid parole without his having met the rigid requirements for a regular parole from the Reformatory, for which he is absolutely incapacitated by reason of his mental deficiency. His mental status, possibly not determined or recognized at the time of his trial, is made an object of study and attention and his term of sentence is made dependent upon his mental understanding. Can fairer or more equitable treatment be given? I think not.

Both reformatory and hospital management direct their efforts to do justice not only to society as a whole, but to the defective individual who has violated its laws. I am sure that Dr. Russell has done the Conference a service in directing its attention to the efforts of the State toward the establishment of special and specific investigation by its medical workers; that later on their labors will lead to the recognition of mental conditions not now fully explained and at present not readily amenable to active treatment. If this result shall ensue I am confident that the careful study now initiated by the Pathological Institute will in no small degree be a contributing factor.

CHAIRMAN HOWARD: This paper of Dr. Russell is now in your hands and open for general discussion. I ask that it be taken up promptly so that we may push the work through this forenoon, without having you all disgusted with what is to be more or less a medical meeting. Dr. Spratling, I saw you making some notes, I think you have a word to say.

DR. WILLIAM P. SPRATLING, of Sonyea: I would like to congratulate Dr. Russell on his very able exposition of what this State is doing in the way of progress in the cure of insanity, and especially in the study of the ætiology of insanity. I would not strike a discordant note for anything, but I sometimes wonder if we do not pay more attention to classification than we do to ætiology. Some twelve or fifteen years ago it was my pleasure to work among the insane for five years. At that time everything in

insanity was classified according to Dr. Skae. Later on, that classification was thrown aside, and the last year or two everything has been classified according to Kraepelin. One particular form of insanity to which Dr. Russell referred was "dementia præcox," which was formerly known as acute or primary dementia. It is really the same disease to-day it was twenty years ago, except that it is reclassified. The finest thing, in my opinion, that has been done in this State since the establishment of the Utica State Hospital in 1843 was the establishment of the Bycheatric Institute by Dr. Adolph Meyer, and we look forward with a great deal of hope to what that institute is bound to do in time in the way of discovering the causes of insanity. I must confess that I am somewhat skeptical when it comes to what may be expected of pure pathology in discovering the causes of insanity. I think a combination of the pathologist, the chemist and the clinical pathologist would be an ideal one. Sometimes I doubt whether we can ever carry this investigation on under a State system to the point it will be carried on under some other form for carrying on such work, for it is expensive and it takes time. Certainly the work Dr. Adolph Meyer is doing is most commendable, and it is a step along the line of progress in the care of the insane. I think, as I said before, that we should pay more attention to the ætiology of insanity. I desire to congratulate Dr. Russell again on his paper.

CHAIRMAN HOWARD: If there is no further discussion, we will proceed to the next paper. I take great pleasure in introducing to you a strong man, and a man that we may all be proud of as our assistant in this work, Daniel B. Murphy of Rochester.

DUTIES AND RESPONSIBILITIES OF VISITORS AND MANAGERS OF INSTITUTIONS FOR THE CARE OF THE MENTALLY DEFECTIVE.

In the time allotted me, I can only briefly discuss the main points under the title of this paper. The dominant ideas have been gathered not only from some years of experience, but largely from associates whose years of service in State charitable institutions eminently qualify them to speak.

We are living in an age that is essentially charitable. The beneficent work of alleviating human suffering is not limited to any race, creed or country—all members of society seem to vie

with one another in tender solicitude for their afflicted brethren. In viewing this broad, humane and generous treatment to afflicted humanity, we are deeply impressed to note how universal is the fulfillment of the trite saying relative to the fatherhood of God, and the brotherhood of man. It is a matter of deep gratification that our own great commonwealth ranks foremost among the sisterhood of states in eleemosynary works, but her chief solicitude, however, seems to be for those who are mentally afflicted, and properly so, for mental derangement is among the worst of human afflictions. It is with this class of State wards that I am expected to deal in this paper.

All charity work carried on under entire State control may be broadly divided into two parts. The first includes the State hospital system for the insane, a system that underwent great expansion with the adoption of the State Care Act of 1890, and that has grown to such an extent as to include at this time, fourteen hospital plants widely scattered throughout the State, and which provide for the care of about twenty-six thousand patients. The second includes the fifteen charitable institutions that care for epileptics, idiots, imbeciles, feeble-minded, the reformatory classes, the blind, and the consumptive. The total of these seven classes, now under State care, is approximately eight thousand, so that all told, there are at present not less than thirty-four thousand persons being cared for in the various State institutions. It is in relation to the management, actual and supervisory, financial and general, of these twenty-nine great institutions, that I desire to speak at this time.

From the date of the founding of the first State hospital for the insane, at Utica, more than sixty years ago, down to 1902, these hospitals were under the direct management of local boards of managers, all of whom served without pay, all of whom were representative people in their communities, and all of whom fulfilled their duties to the State with the single purpose of safeguarding the best interests of the dependent sick committed to their care. In 1902, all this was changed. The effective and satisfactory system of nonpartisan management of the State hospitals was ruthlessly overthrown, and a dual system of visitation by local members, with actual control from Albany, was installed.

This was brought about by amending the Insanity Law. Paragraph 31, of this law (Chapter 26, Laws of 1902) provided in part as follows: "The boards of managers of the several State hospitals shall be abolished on the first day of April, 1902, and their powers and duties conferred upon the State Commission in Lunacy, unless otherwise provided by law." The same section further provided: "There shall be a board of visitation for each State hospital, to consist of five members to be appointed by the Governor." The minor functions and duties of these boards of visitors may be omitted, in order that I may speak at once of any real powers they may, or may not have. Their first duty under the law was to visit and inspect each hospital to which they were appointed. They were to make a written report in duplicate to the Governor and to the Commission in Lunacy within ten days after each visitation, these reports to be signed by each member making such visitation. It was made incumbent upon all hospital officers to admit the members of the boards of visitation into all parts of the hospital and of its buildings, and to show them all the property, supplies, books, papers, accounts and writings belonging to the hospital, or pertaining to its business management or government, and to furnish copies, abstracts and reports whenever required by them. With these simple requirements the duties of such visitors terminated. They had no voice, whatever, in the actual management of the institutions. They are permitted to make reports and recommendations upon the needs and managements of the hospital, these reports to be handed over to the Governor or to the State Commission in Lunacy. This leaves it, in the end, absolutely in the hands of either the Governor or the State Commission in Lunacy, to carry out plans for improvements or other changes suggested by the visitors. When this law withdrew from the boards of managers the powers and duties previously held by them, it transferred such duties to the State Commission in Lunacy residing in the Capitol at Albany, and appointed by the Governor, *and to the Governor himself!* The last statement is the most significant! In transferring the powers and duties formerly held by the boards of managers to the other officials, the Governor of this sovereign State in reality transferred them to himself! I say this, because by scanning closely

the provisions of the act referred to above, it will be noted that the sanction or approval of the Governor is required for about everything of note the Commission in Lunacy may do. If plans for a new building are to be passed upon, they must have the approval of the Governor before the buildings can go up. If sites for new hospitals to meet the pressing demand of the increase of the insane are to be chosen, the site selected must meet with the requirements of the Governor. If medical officers are to be transferred from one hospital to another, as the law provides may be done, such transfers can not be made without the approval of the Governor. If new rules and regulations for hospital management are to be made by the Commission in Lunacy, they must first be approved by the Governor before they can become effective. In all seriousness, I ask, is the Governor of the Empire State of New York, with his vast multitude of other duties, capable of passing intelligently upon every detailed item in connection with the management of a vast and complicated system of charities that it has taken the best and most philanthropic citizens among us years to build up and to understand rightly? Personally, I fear not. Then, naturally, comes the question: Why this approval and control by the Executive at Albany? Why relieve the local boards, made up of non-political and unselfish men and women, of duties they have always performed to the satisfaction of the people of the State? To this, it seems to me, there can be but one answer, and that is, a desire to place the entire charity system of this great commonwealth alongside of other opportunities that exist at the State capital for furthering political aim and ambition.

There is hope of change in the future, and it springs from the fact that the form of management of the State charities has reached a stage so acute, that the best interests of these institutions recently demanded the careful consideration—ante-election consideration—of the candidates who a few days since appealed for the suffrages of the people of the State. "Charities," the official organ of the Charity Organization Society of New York, heads its issue of October 22, 1904, "New York Charities and the Campaign," and on opening it we find direct and positive statements by the two opposing candidates for Governor, of what

they recommend for the charitable institutions of the State in the event of their respective election. Quoting from "Charities," Mr. Higgins, the successful candidate, is made to say by that journal: "I am in favor of reëstablishing local boards of managers of the State hospitals for the insane, and of transferring from the State Commission in Lunacy to such local boards, all the administrative powers and responsibilities which they had when abolished, except those which are strictly financial. I would prefer to see the financial responsibility kept where it now is, in the State Commission in Lunacy, which is, I understand, discharging this responsibility very satisfactorily. I would give the local boards power to say how patients should be fed, how they should be clothed, how they should be cared for, and who should feed, clothe and care for them." It is gratifying to note that with the passing of the present State administration, there is a likelihood of local boards of managers being restored to the State institutions, who may, once more, be permitted to serve the wards of the State, not only in a fitting manner, but also judiciously and economically. It is also interesting to note at this time, the recent vote cast in this State for the successful candidates for President and Governor, the latter of whom, only indirectly, was made to represent the existing State administration. A comparison of the votes cast for the respective candidates seems to indicate that substantially 80,000 men stepped outside of party lines to administer an unmistakable rebuke to an administration, that, without warrant or justification, sought to place State institutions under the direction and control of a political machine.

The important problem which it seems now the charities will have to confront later on, will be the financial management of the institution. Every business man knows that he who holds the purse-strings of an institution, or of a business house, or of a corporation, largely controls the effective service of that institution, or business house, or corporation. The great problem in connection with the case in point is this: Can this dual system of management, partly by local boards of managers, and partly by other officials at Albany, hundreds of miles away, serve the best interests of the institutions? Should the financial management

of these institutions be left absolutely in the hands of the board or the commission, whose avowed purpose and chief desire is to save money to the State, without, too often I fear, considering the scope, the character and the value of the work the institutions were created to achieve? Would it not be better if some different plan of authority could be exercised in the expenditures of the charitable institutions? When these institutions send their monthly estimates to Albany, should it be left to the central commission or board in Albany to say, absolutely and finally, what shall be allowed the institutions, and what shall not? Can a commission, so far removed from the scene of actual work, know just what expenditures are best? Can not some plan be devised by which this central commission or board in Albany would have the power to approve, *jointly with the boards of managers*, estimates for expenditures? Instead of giving the board in Albany all financial power, why not divide it at least equally with the board of managers? In case of radical differences between the two boards, let there be a conference, to be participated in, if necessary, by a third party, authorized by statute to act in this capacity.

Coincident with the enactment of the law that abolished the boards of managers of the State hospitals, and provided for boards of visitors in their places, an effort was made to abolish the boards of managers of other charitable institutions, and have these institutions managed by one official in Albany. This attempted legislation fortunately did not succeed. While I am not familiar in detail with the management of the charitable institutions of the State generally, I may say something concerning the duties and responsibilities of managers, so far as they pertain to the Craig Colony for Epileptics at Sonyea, inasmuch as I am a member of the board of managers of that institution.

The managers of Craig Colony are appointed from widely different localities in the State; they represent each of the judicial districts, with an additional member from the fifth, sixth, seventh and eighth judicial districts. The object in having so large a board, and having its members so widely scattered, is to give representation on the board to every section of the State from which the Colony draws its patients. It has been a matter of

gratification to note the activity of the members of this board in attending meetings at Sonyea. This is as it should be, however, for the reason that prompt and regular attendance at meetings is of fundamental importance, in order that each member may be in constant touch with the detail work of the institution. Some of our members must travel from three hundred and fifty to four hundred miles to reach the Colony, a fact that necessitates their leaving home the day previous. Notwithstanding this difficulty, monthly meetings are held, reports in triplicate of which are made, to the Governor, to the president of the State Board of Charities, and to the Fiscal Supervisor. Our most important meetings are held quarterly, and they are usually attended by substantially all members of the board. At the last quarterly meeting on October 11, eleven members were present.

To show the value of the service that can be rendered to such an institution as the Colony by a suitable board, I may briefly mention the character of such a board's composition.

First. Four members are engaged in active business, all of them being men of standing in their respective localities.

Second. There are three bankers on the board.

Third. There are three professional men; two of them physicians, the third a university educator of wide repute.

Fourth. There are two women on the board.

In a general way, the powers and duties of the managers of the Colony, as defined by chapter 546, of the Laws of 1896, would be satisfactory if later laws permitted the board of managers to exercise the powers previously invested in them.

The managers now have the government, direction and control of the patients, officers and employees of the Colony, and of all the property and concerns thereof.

They have little to do with the purchase of supplies for the institution, since the quality of the supplies to be purchased, and the price to be paid therefor, are fixed by the Fiscal Supervisor in Albany. Of late the Fiscal Supervisor has been aided in this work by a committee of superintendents representing the several institutions.

Section IV, paragraph 103, of the law above referred to, is a dead letter, so far as it applies to the managers at the Colony,

but, in my opinion, it should not be a dead letter. It says that the managers "shall employ the assistance necessary for the government of the Colony, and to educate and properly use the labor of the patients."

Furthermore, the managers have nothing to do with the amounts to be paid persons in the employ of the Colony. In my opinion this is wrong. All salaries, wages, and labor are fixed by the State Salary Classification Commission in September of each year, and, I regret to say, that in so far as the wages of employees go at the Colony at this time, they are wholly inadequate. As they stand, the managers can not carry out the work of the institution in the manner they desire nor as the organic law provides. When we recall that the Colony is a medical and scientific institution, that it is engaged in work along lines similar to, and fully as valuable as that being carried out in the State hospitals for the insane, we can see why persons employed at the Colony should be paid as well as those employed in the State hospitals. But this is not the case, and to this time we have been unable to convince the Salary Classification Commission that an injustice is being done the Colony and its work in this respect; nor have we, as a board of managers, the right to say what assistance shall be employed. That right at present is exercised wholly by the Fiscal Supervisor, who allows or disallows help as his judgment dictates. The Colony is badly handicapped now for lack of better paid nurses and assistants to educate epileptics in ways to make them useful factors in the every day life of the institution.

In these respects the powers and duties of the managers at the Colony are inadequate, and, in my opinion, they should be changed. The managers of the Colony do not directly appoint the assistants required to run the institution; they appoint the superintendent and the treasurer, and the superintendent is charged with the selection of the help required, all appointments being made in conformity with the civil service laws of the State.

To summarize the matter of the powers and duties of managers of the various charitable institutions of the State:

First, I believe that the charitable institutions can best be governed by boards of managers made up of representative men and women of philanthropic spirit, and known to be unselfishly

interested in the work the institution they represent is trying to do.

Second, Boards of managers should have power to appoint all persons employed in the institutions, subject to State civil service rules and regulations, and they should also have the power to remove such persons, again subject to the requirements of the civil service regulations.

Third, The managers being on the ground, visiting the institution constantly, studying minutely into its many necessities, should have the right to say what help is required to run the institution, and to see that such help is employed.

Fourth, The managers should also have the right, conjointly, if need be, with some authority or authorities in Albany, to say what expenditures the institution should make, for, as previously stated, the person who controls the purse-strings of the charitable institutions largely controls their policy.

If at any time any member of any board of managers fails in his plain duty to the institution he was appointed to help administer, let the Governor of the State remove such manager and appoint his successor.

CHAIRMAN HOWARD: The discussion of this strong and admirable paper will be opened by Dr. Charles Bernstein, Superintendent of the Rome State Custodial Asylum.

DR. CHARLES BERNSTEIN, of Rome: In listening to Mr. Murphy's paper we can but be impressed with the fact that the boards of managers of our State institutions, unpaid as they are, have been and are giving up, most unselfishly, much of their valuable time and energy toward supporting and perfecting all that pertains to the best in the management of this State's great charities.

Mr. Murphy, in his paper, has, in a most interesting way, traced the history of such management with much of the bias which naturally becomes a zealous, wide-awake official.

In all questions of this character there naturally appear, at least, two sides for the array of discussion, and, most naturally, those closest connected with the institutions are the ones looked to to defend their best interests. The managers in doing this come to have what may be expected as the logical outcome, as established in many instances, viz: a narrowing of viewpoint and

resulting bias as to what constitutes the best interests of the institutions as viewed from the standpoint of the State at large. Let us cast off for a moment, as far as possible, any bias we may have along these lines, and thus leaving our minds open, as it were, see if we cannot examine this subject from the viewpoint of an unbiased observer.

I am sure there are none of us but believe that this State is justly pledged through its people to do all in its power for all its dependent classes and provide them with all the necessities and ordinary comforts of life, and this, too, at the earliest possible moment; but, as a result of this, it does not follow that the State is pledged to support extravagance in expenditure along any line in connection with the providing for such necessities and comforts, or following up extravagant theories, and this being the case, who is to look after these conditions in detail from the standpoint of the State at large and hold sentiment within reasonable ethical and economical bounds?

In the first place, we find the State, through legislative enactment, establishing in conformity with public sentiment our great State charities. The detail of the establishing of the vast organization of these great charities was, in each instance, left to boards of managers more or less subject to control through the administrative branch of our State government.

As these organizations were being perfected, not unnaturally, imperfection in detail of management which required special legislation to correct, crept in. Thus, we find, first, these great charities being placed under the State Board of Charities as regards general conditions of management, the State Board of Charities' viewpoint being broader than that of local boards of managers. In a short time we find there develops a special need for the proper supervision of one class of these great charities, and we have created the State Commission in Lunacy to supervise its general management. Still, the supervision of the financial management was left with the Comptroller of the State, and we find the Comptroller unable to cope intelligently and properly with the detail of the financial problems which naturally fell to his lot, imperfections having crept in which could be corrected and held in check only by some person

or department biased to the interests of the State at large, and devoting their whole time to the subject. Thus we find the Legislature establishing the estimate system with a special corps of men to have charge thereof who can become better versed in the subject of the detailed needs of the institution, and pass upon the same from the standpoint of a financial bias in favor of the State at large, herein, as far as possible, nullifying the local managers' institutional bias. Next we find a growing tendency on the part of institutions to expend large and excessive sums in the erection of buildings, and we have the Building Commission created and the work placed entirely under the State Architect.

Soon another imperfection is discovered, namely—that of unequal and non-commensurate salaries as compared with the services rendered, and legislative enactment created the Salary Classification Commission.

Next, we find efforts being made to purchase staple articles of supplies by joint contract, and here again the institutional bias must be met by legislative enactment.

Now, I ask in all candor, who is responsible for all this so-called pernicious activity? I had intended to leave you to answer the question and draw your own conclusions; however, in order that I may not be misunderstood in this particular I will state that I thoroughly believe it was largely due to the uncurbed zeal of local officers, which zeal should have been restrained by judicial action on the part of boards of managers—however, such local managers could not give the time necessary to look after all these matters in minute detail, and just here developed one of the serious imperfections of the old system. When efforts were made to correct these defects, not unnaturally, local officers and managers had distorted visions as to what would be the final outcome, and, undoubtedly, in many instances felt that their official action was being questioned and thus were more able to see faults than virtues resulting from such action. However, if we look at the make-up and character of these commissions we see at once that in every instance the creation of these commissions did not divert the matter of control in these particulars from its just sources, but merely placed the Comptroller and the State Board of Charities in a position to pass upon these matters before it was too late

for them to control actually; for now they are able to pass upon the work contemplated, rather than the work completed. And just here we have, as should be where abuses exist, a referee to whom is left the final decision in every instance, namely, the Governor himself.

In this whole history we see the cause and effect of action and reaction toward the perfection of the system, this being the natural course for the perfection of all systems or conditions. And, herein, I must differ with Mr. Murphy wherein he says, "This effective and satisfactory system was ruthlessly overthrown," as the system was proven to have defects and that extravagant expenditures, countenanced if not actually championed by boards of managers, had taken place and in some instances continued, and apparently could not be corrected while boards of managers existed.

I must also differ with Mr. Murphy wherein he says boards of visitors had no voice whatever in actual management of the institution—for what superintendent is there who would wish or dare to go contrary to the well-directed and conscientious advice or counsel of such influential people as compose these boards of visitors? And how long would it be before the people of this State would rise up in arms were they to know such recommendations were nullified to the detriment of the inmates? I care not by whom nullified, even if by the Governor himself. Most surely none of us would object, as Mr. Murphy suggests, to the Governor himself passing upon questions of management providing he was conscientious, for, surely, too many safeguards can not be placed about such a sacred charge as that of caring for our mentally defective and dependent classes.

As regards the Governor passing upon the transfer of superintendents, I can see in this as much protection to the institutions as detriment to the service, and much more ground to believe the Governor would lend himself to the former than to the latter, for what board or official in this State is in a better position to ascertain all the facts in a given case and to pass intelligent judgments thereon than the Governor—especially so, he being familiar with the legislation and the causes which lead thereto, and having at his command trained officials in the various depart-

ments upon whom he can call for advice and information on all subjects.

As regards the expenditure of money and the employment of help, I should like to ask what business house or corporation would allow its officials, or board of directors, to expend money or employ additional help until they were able to give good and sufficient reason therefor, and this is just the case in connection with the State Institutions; before we can employ more help or expend more money we must be able to convince those in authority of the justice of our requests, and I thoroughly believe in every instance when boards of managers are thoroughly informed and truly convinced and thoroughly press their claim, success will ultimately, in every instance, crown their efforts; and, I ask, does this differ in any way from conditions generally met with in connection with securing and providing ways and means whether in public or private life?

Still, I firmly believe, as I said at the beginning, this institutional *bias* naturally becomes zealous institutional *managers*, and is the one element which is necessary to make the institutions the best possible under the conditions, and that if ever there existed a real need for boards of managers (and I am sure there always has) that time is now, for, without these boards of managers, we would have no influence for good in the institution *anywhere nearly equal* to overcome the bias of the representatives of the State at large, and just here I wish to state that I believe that our present mooted financial system has been rendered as efficient and perfect as time warrants, and that further perfection must be developed as more time and further experience dictates.

I most earnestly protest against the existing tendency to decry and pronounce every official act of the departments and officials in Albany as having as their objective point the molding of the State charities into an immense adjunct to the partisan political machinery of the State and I thoroughly believe that our State officials are made of the same timber as are all other human beings, and that their ideal has been to perfect the system of the management of the State charities to the best of their ability, deriving therefrom whatever credit they might to the upbuilding of their own and their party's honor.

As regards the duties and responsibility of managers of the State institutions to-day, I believe, within the limitation imposed upon them by law, the most that can be expected of boards of managers is to develop firm convictions regarding the needs of the institutions and to keep in close touch with the detail of management in order that the zeal of their chief executive officers may not deceive them, and in order that they may pass intelligently upon the various details of management coming before them. Thus, their chief duties resolve themselves into sitting as a jury to pass upon all questions of management, and having passed judgment upon a question to defend the same with all their power.

Their responsibilities are solely to see to it that the local management is the best possible under the conditions, and that all the needs of the institution are properly presented to the various departments of State for their action thereon; and to see to it that the inmates under their charge in no way suffer for the necessities and ordinary comforts of life which the State has pledged itself to provide.

CHAIRMAN HOWARD: Further discussion of the duties and responsibilities of managers is to be upon the floor of the house.

DR. SPREATLING, of Sonyea: I am not a manager and I do not know much about the duties and responsibilities of managers; but there is just one point in connection with Mr. Murphy's paper I would like to mention. I think that if Mr. Murphy had gone farther and added as a part of the duties of the managers that they should go to Albany, perhaps upon invitation of the Governor, when the Governor is ready to sign the appropriation bills of the several institutions, that he might through the managers, get much enlightenment as to the financial needs of the institutions. I do not believe this has been done in the past and judge in part from the experience of the Colony this year in having some important item stricken out inadvertently as we were later told. Such inadvertent action in the future might be avoided if the managers, or a committee of the managers, could go and see the Governor and go over with him the necessity for every item in the appropriation bill.

HON. HOMER FOLKS, of New York: I wish to offer just one suggestion in regard to the system which was outlined by

Dr. Bernstein and which in these State institutions has been carried out—the plan of creating one agency for the purpose of checking the extravagance of another. It is my opinion that a certain amount of what may be termed by some people extravagance of expenditure is unavoidable under any system of administration; people must have responsibility; with responsibility must go some discretion; and with discretion will always go some exercise of it as to the merits of which there will be difference of opinion. Looking at it in a broad way, I do not think that we will ever succeed in checking extravagance by creating an additional State body or official to check the acts of another, but rather by holding the first one to his responsibility. I think it is very doubtful whether historically speaking, the Commission in Lunacy, for which I have the highest regard, has as a fact, as compared with the boards of managers, secured in a large sense an economical administration, except as to purchases made jointly by all the State hospitals. I admit that they have checked certain forms of what might be called spectacular extravagances; but in regard to the larger features of the management of the hospital, I doubt whether the centralized plan has really been economical, and I fully expect, Mr. Chairman, that in the course of a few years, we shall find ourselves confronted by the proposition to establish some other State body to supervise the actions of the Commission in Lunacy. I believe that in the first place, the boards of managers were created to check the extravagance of the superintendents. Then, in the course of time, the Commission in Lunacy, to check the extravagances of the boards of managers, then finally the Governor is given power to approve the acts of the Commission. The inevitable result of this process will be in the course of time, somebody else to check the extravagances of the Commission in Lunacy and the Governor. I think exactly the same course is being run with regard to State charitable institutions. First, a board of managers to oversee the superintendent, then the Comptroller to oversee the board of managers, then the Fiscal Supervisor in place of the Comptroller, and I fully expect and confidently believe with that system of checking extravagance, that in the course of a not very long time,

some proposition will come forward to create a new body to check and oversee the work of the Fiscal Supervisor.

CHAIRMAN HOWARD: If there is no further discussion, I hand the session back to the President.

PRESIDENT HEBBERD: Despite the somewhat pessimistic remarks of the chairman, it seems to me that all who have remained to attend the session this morning will feel amply repaid for having done so.

In concluding this Conference, I desire to express my personal appreciation of the large number who have attended from all parts of the State and hope that very many of those with us will attend the sessions of the Sixth Conference, to be held in New York next November under the Presidency of Mr. Bijur. You may be sure of the heartiest of welcomes and that we shall have in New York a most successful, useful and interesting Conference.

Unless there is now some other business to be brought before this Conference, I will declare it adjourned.

The Conference adjourned at 12:30 p. m.

CONSTITUTION AND BY-LAWS OF THE NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

CONSTITUTION.

The objects of the New York State Conference of Charities and Correction are to afford an opportunity for those engaged in charitable and reform work to confer respecting their methods, principles of administration, and results accomplished; to diffuse reliable information respecting charitable and correctional work, and encourage coöperation in humanitarian efforts, with the aim of further improving the system of charity and correction in the State of New York. With this end in view the Conference will hold an annual meeting in the State of New York, at a time and place to be agreed upon at the preceding annual session, at which addresses shall be made, papers read, discussions carried on, and general business transacted in accordance with the by-laws of the Conference.

The Conference shall not, however, formulate any platform nor adopt resolutions or memorials having a like effect.

BY-LAWS OF THE NEW YORK STATE CONFERENCE OF CHARITIES AND
CORRECTION.

I.

MEMBERSHIP OF THE CONFERENCE.

All who have an active interest in the public or the private charitable or correctional work in New York State are invited to enroll themselves as members of the Conference. No other tests of membership shall be applied, and no membership fee charged, the expenses of the Conference being met by voluntary contributions.

II.

OFFICERS OF THE CONFERENCE.

The Conference shall have the following officers, to be elected at the preceding annual session, with the duties herein respectively assigned to them:

1. A President, who shall preside over the sessions of the Conference, except when the Chairman of a Committee on topics has charge of the meeting, or some other officer is temporarily called to the chair.

The President shall also be a member of the Executive Committee, and the Chairman *ex officio* thereof, and shall continue to be a member of the said Committee when his term as President has expired.

He shall have supervision of the work of the other officers and of the various Committees in preparing for the sessions of the Conference, and shall have authority to accept resignations and to fill vacancies in the Committees on Topics of the Conference.

The President, with the assistance of the Secretary, shall also supervise the editing of the proceedings of the Conference.

2. Three Vice-Presidents, who shall, at the request of the President, assist him in the discharge of his duties, and in case of his inability to serve, shall succeed him in the order in which they are named.

3. A Secretary, who shall be *ex officio* Secretary of the Executive Committee, and who shall keep the records, conduct the correspondence and distribute the papers and documents of the Conference, under the direction of the Executive Committee. He

shall assist the President in editing the proceedings of the Conference, and direct the work of the Assistant Secretaries.

4. Three Assistant Secretaries, who shall assist the Secretary of the Conference, at his request, and work under his direction.

5. A Treasurer, who shall receive all moneys of the Conference, and disburse the same upon vouchers duly certified by the Secretary, and audited by the Chairman of the Executive Committee.

III.

COMMITTEES OF THE CONFERENCE.

The Conference shall have the following committees, with the duties herein respectively assigned to them:

To be elected by the Conference

1. An Executive Committee which shall consist of the President and all ex-Presidents of the Conference *ex officio*, and of five members of the Conference to be elected annually at the preceding session of the Conference. Three members shall constitute a quorum.

The Executive Committee shall have charge of the business of the Conference, during the interim between the sessions of the latter, and shall give attention to any matters referred to it by the Conference or these by-laws. The program of the Conference as arranged by the Committees on Topics, shall be subject to the approval of the Executive Committee.

2. The Committees on Topics, which shall each consist of not less than eight nor more than sixteen members, to be elected annually at the preceding meeting of the Conference.

These committees shall have charge of the preparation of that portion of the program of the Conference which is assigned to them respectively, subject to the provisions of these by-laws and to the approval of the Executive Committee, to which they shall severally report as soon as practicable after their appointment.

They shall also have charge of the sessions of the Conference respectively assigned to them.

To be appointed by the President of the Conference as soon as possible after the opening of the session.

3. A Committee on Resolutions, which shall consist of three members of the Conference, two of whom shall constitute a quorum. All resolutions, except as herein otherwise provided, shall be referred to this committee without debate, and the committee shall, before the Conference adjourns, present such a report as seems to it desirable.

4. A Committee on Organization, which shall consist of seven members of the Conference, four of whom shall constitute a quorum. To this committee shall be referred all questions relating to the organization of the succeeding Conference, and the committee shall present a report thereon as soon as practicable, and prior to the adjournment of the Conference.

5. A Committee on Time and Place, which shall consist of five members of the Conference, three of whom shall constitute a quorum. This committee shall hear and consider any invitations that may be received from the various cities of the State and shall present a report thereon as soon as practicable, and prior to the adjournment of the Conference.

IV.

THE PROGRAM OF THE CONFERENCE.

The order of business at each separate session of the Conference shall be as follows:

1. The transaction of general business.
2. Report of the committee on the topic of the session.
Not to exceed twenty minutes.
3. First paper on the program.
Not to exceed twenty minutes.
4. Discussion opened by a speaker selected for that purpose.
Not to exceed ten minutes.
5. General discussion of the subject presented by the paper.
Not to exceed ten minutes.

Speakers limited to five minutes each and no one to speak twice on the same subject except by vote of the Conference.

6. Second paper on the program.

Not to exceed twenty minutes.

7. Discussion opened by a speaker selected for that purpose.

Not to exceed ten minutes.

8. General discussion of the subject presented by the paper.

Speakers limited to five minutes each, and no one to speak twice on the same subject except by vote of the Conference.

9. Miscellaneous business.

V.

The by-laws shall continue in force unless amended by the Conference, after proposed additions or amendments have been submitted to the Executive Committee.

LIST OF MEMBERS AND DELEGATES.

FIFTH NEW YORK STATE CONFERENCE OF CHARITIES AND CORRECTION.

Those who attended the Conference are marked *. The list gives also the names of the organizations the delegates were appointed to represent.

Aaron, Rabbi Israel, No. 748 Auburn avenue, Buffalo, City of Buffalo.

* Adams, Myron E., No. 56 Park avenue, Rochester, Welcome Hall Social Settlement, Buffalo.

* Agan, Annie H., No. 514 Warren street, Syracuse, Secretary, Syracuse Boys' Club.

* Akin, James F., No. 80 Ford street, Ogdensburg, Attorney for Ogdensburg City Hospital and Orphan Asylum.

Aldrich, Hon. Newton, Gouverneur, Commissioner, State Board of Charities.

Allin, George A., 56th street and 13th avenue, Brooklyn, The Baptist Home of Brooklyn.

* Almy, Frederic, No. 185 Swan street, Buffalo, Secretary, Charity Organization Society.

* Andrews, Hon. Charles, No. 313 S. A. & K. Building, Syracuse.

* Andrews, Charles W., No. 313 S. A. & K. Building, Syracuse.

Appel, Mrs. J. M., No. 307 West 97th street, New York city, Emanu-El Sisterhood of Personal Service.

* Armstrong, Hon. W. W., 54 Lorimer street, Rochester, State Senator.

* Armstrong, Mrs. W. W., No. 54 Lorimer street, Rochester, Manager, Western House of Refuge for Women.

Baker, Rev. Nelson H., West Seneca, City of Buffalo.

* Baker, Richard C., No. 1336 Lexington avenue, New York city, Catholic Home Bureau.

* Baker, Mrs. R. M., No. 9 Grove street, Oneida, President, Old Ladies' Home of Madison County.

* Baldwin, Abram T., No. 1913 West Genesee street, Syracuse, Syracuse Society for the Prevention of Cruelty to Children.

* Ball, Dr. Halsey J., Cortland.

* Barnes, Bel T., No. 329 Montgomery street, Syracuse, Matron, Day Nursery.

* Barnett, Gates, No. 155 Lancaster street, Albany, Hebrew Benevolent Society of Albany.

* Barry, John J., No. 1169 Boston road, New York city, Mission of the Immaculate Virgin.

* Bauer, Frederic E., No. 2 East 116th street, New York city, Superintendent, Bureau of Dependent Children, Department of Public Charities.

* Bauer, Dr. Fred. M., No. 225 East 86th street, New York city, Examining Physician, Department of Public Charities.

* Beach, Mrs. Augusta R., No. 619 West Onondaga street, Syracuse, Manager, State Custodial Asylum for Feeble-Minded Women.

Benson, Dr. C. H., No. 506 Warren street, Syracuse, Syracuse Free Dispensary.

* Bernstein, Dr. Charles, Rome, Superintendent, Rome State Custodial Asylum.

* Berry, Miss Florence, Syracuse, Nurse.

* Betts, Rev. F. W., No. 809 Midland avenue, Syracuse.

* Betts, Mrs. Mary R., No. 809 Midland avenue, Syracuse.

* Betts, Samuel T., No. 416 James street, Syracuse, President, Syracuse Free Dispensary.

* Betts, Mrs. Samuel T., No. 416 James street, Syracuse.

Bigelow, Fannie R., No. 50 South Union street, Rochester, United Jewish Charities; Hebrew Benevolent Society.

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- Bijur, Nathan, No. 34 Nassau street, New York city, Vice-President, United Hebrew Charities.
- Bijur, Mrs. Nathan, No. 172 West 75th street, New York city.
- Bird, Hon. Patrick H., No. 267 West 25th street, New York city, Catholic Boys' Association.
- Blackham, Dr. George E., No. 388 Central avenue, Dunkirk, President, Brooks Memorial Hospital.
- Blagden, George, Jr., No. 51 Wall street, New York city, Manager, New York State Hospital for the Care of Crippled and Deformed Children.
- Blaustein, Dr. David, No. 197 East Broadway, New York city, The Educational Alliance.
- Bloomingtondale, Joseph B., No. 11 East 67th street, New York city, Hebrew Technical Institute.
- Boyle, James F., 140 East 44th street, New York city, Treasurer, Society of St. Vincent de Paul.
- Boyle, Miss Annie E., No. 140 East 44th street, New York city, Auxiliary of St. Vincent de Paul.
- Brace, C. Loring, No. 105 East 22d street, New York city, Secretary, Children's Aid Society.
- Bradley, Mrs. J. I., No. 404 East Willow street, Syracuse.
- Brewster, Neal, S. A. & K. Building, Syracuse.
- Brice, David N., No. 258 Lark street, Albany, Stenographer, Fifth New York State Conference of Charities and Correction.
- Briggs, Hon. R. C., Rome, Manager, Rome State Custodial Asylum.
- Brogan, James, Bastable Block, Syracuse, Catholic Charities of Syracuse.
- Bronner, Clara Marshall, No. 719 East Genesee street, Syracuse.
- Brooks, Edwin A., Jr., No. 33 Malden lane, New York city, Superior Council of St. Vincent de Paul.
- Brown, E. W., No. 268 State street, Flushing.
- Brown, George R., Hawthorne avenue, Yonkers, Superintendent, Leake and Watts Orphan House.
- Brown, Mrs. George R., Hawthorne avenue, Yonkers.
- Brown, Mrs. Kate A., No. 135 Main street, Oneida, Member, State Charities Aid Association.
- Bruce, Dr. Hortense V., Hudson, Superintendent, New York State Training School for Girls.
- Buck, William B., No. 9 Chestnut street, Albany, Superintendent of Inspection, State Board of Charities.
- Buck, Mrs. William B., No. 9 Chestnut street, Albany.
- Bullock, Mrs. Helen L., No. 1105 Davis street, Elmira, President, Board of Trustees, The Anchorage.
- Burckhardt, Mrs. Eurica, No. 407 Fayette Park, Syracuse, Trustee, Shelter for Unprotected Girls.
- Burke, John, No. 10 East 34th street, New York city, Treasurer, New York Catholic Protectory.
- Burlingame, Mrs. W. A., Syracuse.
- Burnett, Hiram, No. 20 South Portland avenue, Brooklyn, The Baptist Home of Brooklyn.
- Burns, Ada Ruth, No. 13 Putnam street, Buffalo, Charity Organization Society.
- Burr, Margaret W., Albany street, Cazenovia, Member, State Charities Aid Association.
- Burrill, Hon. Harvey D., No. 1602 South State street, Syracuse, Commissioner of Charities and Correction.
- Burrill, Dr. R., Canandaigua, Superintendent, Brigham Hall.

- Burritt, Prof. Olin H., Batavia, Superintendent, New York State School for the Blind.
- Butler, Edmond J., No. 102 West 42d street, New York city, Member, Superior Council, Society of St. Vincent de Paul.
- Calthrop, Rev. Samuel R., D. D., No. 1571 South Salina street, Syracuse, Pastor, Unitarian Church.
- Cameron, Mrs. Delos W., Cazenovia.
- Carson, Miss Elizabeth, Syracuse.
- Carson, Dr. James C., Syracuse, Superintendent, Syracuse State Institution for Feeble-Minded Children.
- Carson, Mrs. James C., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Carstens, C. C., No. 105 East 22d street, New York city, Assistant Secretary, Charity Organization Society, and Director, New Rochelle Organized Charities Society.
- Cauley, Charles, No. 61 Sophia street, Rochester, Member, Cathedral Conference, Society of St. Vincent de Paul.
- Chaffee, Polhemus W., McGrawville, Overseer of the Poor.
- Chapman, Charles W., No. 504 Niagara street, Syracuse.
- Cheney, Walter W., Manlius, Syracuse State Institution for Feeble-Minded Children.
- Church, Miss Julia E., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Clark, Mrs. E., No. 105 West 94th street, New York city, Association for Improving the Condition of the Poor.
- Clark, Miss Jennie L., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Clark, Miss Lillie M., No. 616 East Genesee street, Syracuse, Official Stenographer, New York State Federation of Women's Clubs.
- Clark, Miss Mary Vida, No. 105 East 22d street, New York city, Assistant Secretary, State Charities Aid Association.
- Clune, Rev. Michael, Syracuse, Pastor, Church of St. John the Evangelist.
- Colburn, Orlin J., Colden, Erie County Board of Supervisors.
- Coleman, Caryl, Pelham Manor, Superior Council, Society of St. Vincent de Paul.
- Connaughton, James, Ossining, New York State Prison Department.
- Conrad, Rev. A. B., Little Falls, City of Little Falls.
- Conroy, Rev. J. H., No. 103 Franklin street, Ogdensburg, Chaplin, St. Lawrence State Hospital; Auditor, Ogdensburg City Hospital and Orphan Asylum.
- Cook, Mrs. M. E., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Covill, Mrs. D. L., No. 442 West 23d street, New York city, State Agent, Children's Aid Society.
- Cowen, Lillie G., No. 485 Central Park, West, New York city, "Menorah Magazine."
- Cowen, Philip, No. 489 Fifth avenue, New York city, Publisher, "American Hebrew" and "Jewish Messenger."
- Cowl, Mrs. Henry Clay, No. 306 Slocum avenue, Syracuse, President, Employment Society of Syracuse.
- Cozens, Miss Mary F., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Craig, Mrs. Oscar, No. 33 South Washington street, Rochester, President, Rochester Female Society.
- Crouse, Mrs. C. E., No. 715 West Genesee street, Syracuse, Manager, Syracuse State Institution for Feeble-Minded Children.
- Crozier, Miss Minnie D., No. 113 Raynor avenue, Syracuse, Assistant Secretary, Associated Charities of Syracuse.
- Cunnion, Frank P., No. 407 East 120th street, New York city, Particular Council, Society of St. Vincent de Paul.

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- Curtin, Miss Alice E., Albion, Superintendent, Western House of Refuge for Women.
- Curtiss, H. H., No. 2360 Midland avenue, Syracuse, Student of Sociology, Syracuse University.
- Danforth, Mrs. Henry E., No. 535 West avenue, Rochester, Rochester City Hospital.
- Daniel, Dr. Annie S., No. 327 East 15th street, New York city, The Edgewater Crèche.
- Danziger, Miss Gertrude, No. 811 Madison street, Syracuse, Member, Board of Counsel of Jewish Women.
- Davenport, Mrs. Ida, Bath, State Charities Aid Association.
- Davis, Miss Katharine Bement, Ph. D., Bedford, Superintendent, New York State Reformatory for Women.
- Delaney, Thomas F., No. 711 Oswego street, Syracuse.
- Delphine Prov., Mother, Court street, Syracuse, St. Anthony's Convent.
- Denham, Henry H., Syracuse, Principal, Syracuse Business High School.
- de Peyster, Mrs. Annie G., No. 101 West 81st street, New York city, Commissioner, State Board of Charities.
- Deuel, Miss Corbella S., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Devine, Edward T., Ph. D., No. 105 East 22d street, New York city, General Secretary, Charity Organization Society; Editor, "Charities;" Director, School of Philanthropy.
- Devlin, Rev. P. J., Chateaugay, Ogdensburg City Hospital and Orphan Asylum.
- DeWitt, Coral, No. 317 West Willow street, Syracuse, Secretary, Salvation Army and Workingmen's Hotel.
- Dey, Mrs. Donald, No. 201 DeWitt road, Syracuse, President, Onondaga County Orphan Asylum.
- Diel, Frank, No. 153 Holland street, Syracuse, Catholic Charities of Syracuse.
- Dissel, Teresa, No. 212 Highland avenue, Syracuse.
- Donovan, J. B., Little Falls, City of Little Falls.
- Dorchester, Miss Kate, No. 100 Main street, Watertown, Member, Bureau of Charities and Correction; Society for the Prevention of Cruelty to Children.
- Dormer, James K., No. 87 Prospect avenue, Buffalo.
- Dorney, Michael V., No. 75 Williams avenue, Brooklyn, Counsel, St. Malachy's Home.
- Dowd, Miss Mary A., East Syracuse, Teacher, East Syracuse High School.
- Dunn, Katherine T., No. 700 Bear street, Syracuse, Principal, Grant School.
- Dunphy, Mrs. M. C., Randall's Island, New York city, Department of Public Charities.
- Earll, Rev. Irene, No. 811 South West street, Syracuse, Universalist Church.
- Earp, Prof. Edwin L., No. 761 Irving avenue, Syracuse, Professor of Sociology, Syracuse University.
- Echstein, Gustave, No. 53 West 86th street, New York city, Hebrew Technical Institute.
- Eichbauer, Miss Caroline M., No. 105 East 22d street, New York city, Investigating Agent, Charity Organization Society.
- Einstein, Mrs. William, No. 121 East 57th street, New York city, United Hebrew Charities; Emanu-El Sisterhood of Personal Service.
- Eisner, Mrs. Henry L., Fayette Park, Syracuse, Crippled Children's Guild.
- Emerick, James B., No. 313 S. A. & K. Building, Syracuse.
- Evangelist, Sister M., No. 8 Hulbert street, Auburn, Auburn Orphan Asylum.
- Fabian, Sister M., No. 124 North street, Auburn, Superintendent, Auburn Orphan Asylum.
- Fahay, Dr. W. A., No. 125 East Manlius street, Syracuse.
- Falker, August, No. 609 East Genesee street, Syracuse.

- Falker, Mrs. August, No. 609 East Genesee street, Syracuse, Manager, Western House of Refuge for Women.
- Falvey, Alveretta, No. 713 Bear street, Syracuse, Principal, Syracuse Preparatory School.
- Farrington, W. B., Syracuse, Steward, Syracuse State Institution for Feeble-Minded Children.
- Farrington, Mrs. W. B., Syracuse.
- Featherstone, Miss K., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Ferguson, Solomon, No. 1002 Montgomery street, Syracuse, Secretary, Syracuse Branch of the Jewish Orphan Asylum of Western New York; Secretary, Hebrew Free Aid Association of Syracuse.
- Fetter, Prof. Frank A., Cornell Heights, Ithaca, Professor of Political Economy and Finance, Cornell University; President, Social Service League of Ithaca.
- Finch, Hon. Edward R., No. 53 Washington square, New York city, State Assemblyman.
- Fisher, Mrs. Minnie Searle, 1871 South Salina street, Syracuse, Assistant Secretary, Society for the Prevention of Cruelty to Children.
- FitzGerald, Dr. John F., Brooklyn, Superintendent, Kings County Hospital.
- Fitzgerald, J. J., No. 111 Fifth avenue, New York city, Secretary, Particular Council, Society of St. Vincent de Paul.
- Fitzhenry, James W., No. 255 Fulton street, Buffalo, Erie County Board of Supervisors.
- Floyd, Hon. Augustus, Mastic (Moriches P. O.), Commissioner, State Board of Charities.
- Floyd, Frederick W., No. 181 Cypress avenue, Flushing, New York Catholic Proctory.
- Folks, Hon. Homer, No. 105 East 22d street, New York city, Secretary, State Charities Aid Association.
- Forman, Calvin, Elbridge, Overseer of the Poor.
- Forrester, George B., No. 382 Degraw street, Brooklyn, The Baptist Home of Brooklyn.
- Fowler, Charles S., Albany, Chief Examiner, State Civil Service Commission.
- Fox, William B., No. 296 Jefferson avenue, Brooklyn, The Baptist Home of Brooklyn.
- Frankel, Dr. Lee K., No. 356 Second avenue, New York City, Manager, United Hebrew Charities of the City of New York.
- Frazee, James, R.F.D. No. 4, Auburn.
- Frensdorf, Miss Bertha, No. 725 Harrison street, Syracuse, President, Council of Jewish Women.
- Fullerton, Mrs. Marietta, No. 143 East 30th street, New York City.
- Gaffey, Miss May E., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Gardner, Mrs. W. E., No. 342 West Onondaga street, Syracuse, Crippled Children's Guild.
- Gertrude, Sister M., Syracuse, St. Joseph's Hospital.
- George, William R., Freeville, Founder, George Junior Republic.
- Gfroerer, Louis P., No. 660 Grand street, Brooklyn, Trustee, The Orphan Home.
- Gibson, C. S., Syracuse, Principal, Seymour School.
- Glipple, Dr. Benjamin A., Alden, Erie County Board of Supervisors.
- Goodyear, Miss Caroline, No. 234 West 26th street, New York City, District Agent, Charity Organization Society.
- Graham, Mrs. William, Marcellus.
- Graham, Mrs. William Pratt, No. 504 University place, Syracuse, President, Woman's Christian Temperance Union of Onondaga County.

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- * Grannis, Mrs. M. R., No. 909 West Onondaga street, Syracuse, Assistant Secretary, Onondaga County Orphan Asylum.
- Gratwick, Hon. William H., No. 814 Fidelity Trust Building, Buffalo, Commissioner, State Board of Charities.
- * Graves, Mrs. Charlotte E., No. 703 Lodl street, Syracuse.
- Green, Douglas N., Gridley block, Syracuse, Syracuse Free Dispensary.
- * Griffin, Mrs. Henry P., No. 110 Broadway North, White Plains, Manager, New York State Reformatory for Women.
- * Griffith, Mrs. Georgianna, No. 146 Second street, Troy, Manager, New York State Woman's Relief Corps Home.
- * Griswold, Miss Prudence L., Ashtabula, Ohio.
- * Grover, S. B., No. 218 Rich street, Syracuse, Young Men's Christian Association.
- * Guttman, Rev. Adolph, No. 102 Walnut place, Syracuse, President, United Jewish Charities.
- * Hadlock, Dr. James W., No. 58 Ellen street, Oswego.
- * Hall, Ada M., No. 815 West Genesee street, Syracuse, Director, Women's Educational and Industrial Union.
- Halsted, Rev. N. O., Kings Park, Society of St. Johnland.
- * Hamburger, Samuel B., No. 141 Broadway, New York City, President, Society for the Aid of Jewish Prisoners.
- * Hamilton, Prof. James H., No. 184 Eldridge street, New York City, Headworker, University Settlement.
- * Hanchett, Dr. Juliet E., No. 407 East Fayette street, Syracuse, House Physician, Shelter for Unprotected Girls.
- * Hanna, Mrs. Alice E., No. 1109 First North street, Syracuse, Principal, Truant School.
- * Harding, William H., S. A. & K. Building, Syracuse.
- * Harrington, Dr. Arthur H., Second avenue and Thirteenth street, New York City, Superintendent, New York Eye and Ear Infirmary.
- Harrington, Mrs. F. A., Albany, Fairview Home for Friendless Children.
- * Hazard, Mrs. F. R., Syracuse.
- * Heberd, Robert W., The Capitol, Albany, President of the Conference; Secretary, State Board of Charities.
- * Heffron, Mrs. J. L., No. 528 South Salina street, Syracuse.
- * Helmstetter, William, No. 405 Hawley avenue, Syracuse, Deputy Commissioner of Charities.
- * Herrick, Rev. Cordello, No. 11 Cayuga street, Auburn, Chaplain, Auburn State Prison.
- * Hersey, Roscoe M., No. 101 College place, Syracuse, President, Syracuse University Young Men's Christian Association.
- Hetfield, Carman R., Hotel St. George, Brooklyn, The Baptist Home of Brooklyn.
- * Hewitt, Mrs. W. O., No. 213 McKinley avenue, Syracuse, Syracuse Home Association; Onondaga County Orphan Asylum.
- * Hickey, Very Rev. Thomas F., No. 70 Frank street, Rochester, Trustee, St. Ann's Home for the Aged; St. Mary's Boys' Orphan Asylum; St. Patrick's Girls' Orphan Asylum.
- * Hill, A. C., Albany, Inspector of Schools, State Education Department.
- * Hill, Dr. Robert W., Albany, Superintendent of State and Alien Poor, State Board of Charities.
- * Hilles, Charles D., 176th street and Amsterdam avenue, New York City Superintendent, New York Juvenile Asylum.
- * Hilles, Mrs. Charles D., Dobbs Ferry.
- * Hinckley, William C., No. 15 Elberon place, Albany, Stenographer, State Board of Charities.

- Hirsch, Samuel, No. 47 Cedar street, New York City, Hebrew Technical Institute.
- * Hiscocck, Mrs. Charles, R.F.D. No. 3, East Syracuse, Purchasing Agent, Onondaga County Orphan Asylum.
 - * Hogan, John W., No. 721 East Genesee street, Syracuse, Cathedral Parish; Associated Charities.
 - * Hogan, Laurence F., No. 15 Third National Bank Building, Syracuse.
 - Holsteen, James A., Dunkirk, Brooks Memorial Hospital.
 - * Hoolihan, Miss Mary, No. 1232 Park street, Syracuse, St. John the Baptist Church.
 - * Hoover, Miss Mary E., Syracuse, Syracuse State Institution for Feeble-Minded Children.
 - * House, Mrs. Jennie R., Holland, Agent, Board of Supervisors for Placing Children in Family Homes.
 - * Howard, Dr. Charles F., No. 1458 Main street, Buffalo, President, Board of Managers, New York State Reformatory, Elmira.
 - * Howard, Dr. Eugene H., Rochester, Medical Superintendent, Rochester State Hospital.
 - * Howard, Eugenie F., No. 1458 Main street, Buffalo.
 - * Howard, Frederick, No. 936 Ellicott square, Buffalo, Erie County Board of Supervisors.
 - * Howland, Rev. Murray S., No. 106 West Colvin street, Syracuse, Pastor, South Presbyterian Church.
 - * Hoyt, Rev. A. S., D. D., Auburn, Professor of Sociology, Auburn Theological Seminary.
 - * Hudson, Mrs. Charles A., No. 506 West Genesee street, Syracuse, Women's Educational and Industrial Union; Homeopathic Hospital.
 - * Huff, Rev. J. W., Tully, Pastor, Baptist Church.
 - * Huff, Mrs. J. W., Tully.
 - * Hull, J. G., No. 45 Grove street, New York City, St. Vincent de Paul Society.
 - * Hunt, Dr. Frederick A., Napanoch, Resident Physician, Eastern New York Reformatory.
 - * Huntington, Miss Arria S., No. 408 Douglas street, Syracuse, Visiting Nurse Association; Treasurer, Shelter for Unprotected Girls.
 - * Hyde, Salem, No. 711 West Genesee street, Syracuse, Vice-President, Associated Charities of Syracuse; Trustee, Onondaga County Orphan Asylum.
 - * Ingram, Mrs. Helene, No. 300 West 45th street, New York City, New York Association for Improving the Condition of the Poor.
 - * Ireland, John E., Amityville, Superintendent, Brunswick Home.
 - * Ives, Wellington D., No. 19 Manning boulevard, Albany, Chief Clerk, State Board of Charities.
 - * Jackson, William B., Holland, Erie County Board of Supervisors.
 - * Jackson, Mrs. William B., Holland.
 - * Jenkins, Mary E., No. 721 Tallman street, Syracuse, Director, Syracuse Society for the Prevention of Cruelty to Children.
 - * Jones, Mrs. Virginia L., No. 206 Roberts avenue, Syracuse, Shelter for Unprotected Girls.
 - * Jordan, Mrs. L. W., No. 304 Emerson avenue, Syracuse, Solvay Circle; Syracuse Hospital for Women and Children.
 - Joy, Mrs. Edward, No. 814 Genesee street, Syracuse, Manager, Craig Colony for Epileptics.
 - * Kane, Mrs. S. L., No. 616 East Genesee street, Syracuse.
 - * Katz, Abram J., No. 345 East avenue, Rochester, President, Jewish Orphan Asylum Society of Western New York.
 - * Katz, Mrs. Abram J., No. 345 East avenue, Rochester, United Jewish Charities; Jewish Orphan Asylum.

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- Kean, Cyrus V., Foot of East 26th street, New York City, Department of Public Charities.
- Keating, Redmond, No. 506 East 85th street, New York City, Catholic Boys' Association.
- Kellogg, Charles D., No. 29 East 29th street, New York City, The Edgewater Crèche.
- Kendall, Miss Acarta A., No. 206 Roberts avenue, Syracuse, Superintendent, Shelter for Unprotected Girls.
- Kenneday, Paul, No. 105 East 22d street, New York City, Secretary, Committee on the Prevention of Tuberculosis of the Charity Organization Society.
- Kimball, Mrs. Mary O., Fredonia.
- Knapp, Mrs. Edward J., No. 1232 Park street, Syracuse, St. John the Baptist Church.
- Knight, Mrs. Gertrude W., No. 1007 East Genesee street, Syracuse, Matron, Onondaga County Orphan Asylum.
- Knowles, Charles R., Albany, Fairview Home for Friendless Children.
- Lake, Rev. E. W., Binghamton.
- Lamb, Dr. Robert B., Dannemora, Medical Superintendent, Dannemora State Hospital.
- Lamont, J. M., No. 806 University avenue, Syracuse, Assistant Pastor, Park Presbyterian Church.
- Landsberg, Rev. Dr. Max, No. 420 Main street, Rochester, Jewish Orphan Association of Western New York; Rochester City Hospital.
- Landsberg, Mrs. Max, No. 420 Main street, Rochester, Rochester City Hospital.
- Lathrop, Cyrus C., No. 31 South Lexington avenue, Albany, Inspector, State Board of Charities.
- Lee, Porter R., No. 165 Swan street, Buffalo, Assistant Secretary, Charity Organization Society.
- Lein, Henry C., West Seneca, Erie County Board of Supervisors.
- Leventritt, Miss Olivia, No. 34 West 77th street, New York City, The Emanu-El Sisterhood of Personal Service.
- Levy, T. Aaron, No. 923 University block, Syracuse.
- Lewis, Dr. F. Park, No. 454 Franklin street, Buffalo, President, Board of Managers, New York State School for the Blind.
- Lewis, Hon. George A., No. 258 Elmwood avenue, Buffalo, Manager, New York State Training School for Girls.
- Lincoln, George I., Iroquois, Superintendent, Thomas Asylum for Orphan and Destitute Indian Children.
- Lindsay, Prof. Samuel McCune, No. 238 South 38th street, Philadelphia, Pa., Secretary, National Child Labor Committee; Professor of Sociology, University of Pennsylvania.
- Lines, Miss Harriet E., No. 165 Tenth street, Buffalo, Charity Organization Society.
- Lockwood, Rev. H. R., No. 101 Comstock avenue, Syracuse, Rector, St. Paul's Church, County.
- Long, Edward B., White Plains, Superintendent of the Poor of Westchester County.
- Long, Lafayette L., No. 4 Clarendon place, Buffalo, Superintendent of the Poor of Erie County.
- Loomis, Frank M., No. 77 Linwood avenue, Buffalo, Buffalo Civil Service Reform Association.
- Loomis, Fred. H., No. 58 Fulton street, Auburn.
- Loomis, Hon. James H., Attica, Craig Colony for Epileptics.
- Losky, Mrs. A. W., Syracuse, Syracuse State Institution for Feeble-Minded Children.

- Louden, W. T., Amityville, Superintendent, Louden Hall Sanitarium.
- Lucey, D. B., No. 100 Washington street, Ogdensburg, Ogdensburg City Hospital and Orphan Asylum.
- Lyman, Frederick A., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Lynch, Mrs. Louise van Loon, No. 329 James street, Syracuse, Employment Society.
- Mahon, Hon. William, M. D., Albany, President, State Commission in Lunacy.
- McCall, Mrs. J. F., No. 1311 First North street, Syracuse, St. Mary's Infant and Maternity Hospital.
- McCarthy, Hon. Dennis, No. 217 South Salina street, Syracuse, Commissioner, State Board of Charities.
- McCarthy, Mrs. Dennis, No. 905 James street, Syracuse.
- McCarthy, M. J., Box 2, Syracuse, President, Council No. 168, Catholic Benevolent League.
- McChesney, Miss Emma A., Lawling avenue, Troy, Trop Orphan Asylum.
- McClarty, E., Union and Prospect avenues, Syracuse.
- McClusky, William J., No. 516 Court street, Syracuse, St. Mary's Infant and Maternity Hospital.
- McClusky, Mrs. William J., No. 516 Court street, Syracuse, St. Mary's Infant and Maternity Hospital.
- Lodge, Clarence V., Courthouse, Rochester, Superintendent of the Poor of Monroe
- McCue, Patrick J., No. 109 East 65th street, New York City, President, St. Bridget's Conference, Society of St. Vincent de Paul.
- McGarr, Timothy E., Albany, Secretary, State Commission in Lunacy.
- McGovern, Charles, No. 258 East 7th street, New York City, St. Bridget's Conference, Society of St. Vincent de Paul.
- McLaughlin, Hon. George, Albany, Secretary, State Commission of Prisons.
- McLaughlin, J. C., Eldridge, Onondaga County Board of Supervisors.
- McMahan, Rev. D. J., D. D., No. 239 East 21st street, New York City, Supervisor of Catholic Charities, Archdiocese of New York; Superior Council, Society of St. Vincent de Paul.
- Magee, Rev. J. P., No. 209 Schuyler street, Syracuse.
- Manley, Dr. Thomas H., No. 115 West 49th street, New York City, Metropolitan Dispensary and Hospital.
- Marshall, Benjamin, No. 200 Hawley avenue, Syracuse, Vice-President, United Hebrew Charities; Advisor, Syracuse Hospital for Women and Children.
- Martin, Jeremiah N., No. 436 Lenox avenue, New York City, President, All Saints Conference, Society of St. Vincent de Paul.
- Mason, Mrs. Frank, Porter avenue, Batavia, Batavia Humane Society.
- Masters, A. J., No. 21 Werner Park, Rochester, Probation Officer, Monroe County Court.
- May, Jonah, Little Falls, City of Little Falls.
- Mayer, Hon. Julius M., No. 375 West 123d street, New York City, President, Jewish Protectory and Aid Society; Director, Educational Alliance.
- Mayne, Mrs. Harriet E., No. 206 Roberts avenue, Syracuse, Teacher, Shelter for Unprotected Girls.
- Meredith, Miss Harriet R., Trenton, N. J., State Home for Girls.
- Merrell, Mrs. E. H., No. 402 James street, Syracuse, Hon. President, Syracuse Council of Mothers' Clubs; Director, Woman's Educational and Industrial Union; Member, Woman's Auxiliary of Boys' Club.
- Merrill, Charles, Randolph, Western New York Society for the Protection of Homeless and Destitute Children.
- Meyer, Rabbi Martin A., No. 149 Lancaster street, Albany, Hebrew Benevolent Society of Albany.
- Mickle, Miss Maude M., No. 356 Maryland street, Buffalo, Charity Organization Society.

320 FIFTH NEW YORK STATE CONFERENCE OF CHARITIES.

- Miller, Kiley V., No. 220 East Washington street, Syracuse, Syracuse Free Dispensary.
- * Mills, Fred. Hamlin, No. 97 Warren street, New York City, Sales Agent and Superintendent of Manufacturing, New York State Prison Department.
 - * Moersfelder, Louis F., No. 721 Ellicott street, Buffalo, Erie County Board of Supervisors.
 - * Mohr, Mrs. Ada G., No. 749 President street, Brooklyn, President, New York State Woman's Relief Corps Home.
 - * Montgomery, Miss Louise, No. 404 Seneca street, Buffalo, Head Resident, Welcome Hall Social Settlement.
 - * Moore, Miss Marion I., No. 857 South Warren street, Syracuse, General Secretary, Associated Charities of Syracuse.
 - * Morton, Flora A., No. 1007 East Genesee street, Syracuse, Onondaga County Orphan Asylum.
 - * Mullany, Rev. John F., No. 1408 Park street, Syracuse, Pastor, St. John the Baptist Church.
 - * Mulry, Thomas M., No. 10 Perry street, New York City, Mission of the Immaculate Virgin; Society of St. Vincent de Paul; Catholic Home Bureau.
 - * Mulvey, Rev. Thomas J., No. 108 St. Edward street, Brooklyn, Chaplain, Kings County Penitentiary.
 - * Mundy, Ezekiel W., Syracuse, Librarian, Syracuse Library.
 - * Murphy, Daniel B., No. 541 University avenue, Rochester, Manager, Craig Colony for Epileptics.
 - * Murphy, Mrs. Daniel B., No. 541 University avenue, Rochester, Manager, Children's Aid Society of Rochester.
 - * Murphy, Hon. Thomas, No. 415 Jersey street, Buffalo, Judge, Juvenile Court.
 - * Naulty, Mrs. Zilpha, No. 331 Catherine street, Syracuse.
 - Newbold, Morris, No. 52 East 72d street, New York City, New York House of Refuge.
 - Noeth, George H., No. 580 St. Paul street, Rochester, St. Joseph's Orphan Asylum.
 - Notman, Hon. John, No. 54 Wall street, New York City, Commissioner, State Board of Charities.
 - * Nottingham, Hon. William, No. 313 S. A. & K. Building, Syracuse, Regent, University of the State of New York.
 - * O'Brian, John Lord, No. 40 Hodge avenue, Buffalo, Buffalo Charity Organization Society; Executive Committee, Civil Service Reform Association.
 - * O'Brien, Mrs. Daniel, No. 1722 Park street, Syracuse, Church of St. John the Baptist.
 - * O'Brien, Rev. John H., No. 1 Backus street, Rochester, Chaplain, State Industrial School.
 - O'Donogue, Mrs. Joseph J., No. 5 East 69th street, New York City, Association of Catholic Charities.
 - * Oliva, Sister M., Syracuse, St. Anthony's Convent.
 - * Olson, Mrs. Edythe A., The Snowdon, Syracuse.
 - * O'Marah, J. Francis, No. 292 Sheridan avenue, Albany, Stenographer to Fiscal Supervisor of State Charities.
 - * O'Neill, Miss Anna E., No. 206 Roberts avenue, Syracuse, Teacher, Shelter for Unprotected Girls.
 - * Oothout, Mrs. John W., No. 401 East avenue, Rochester, State Industrial School.
 - * Oppenheimer, Mrs. L., No. 515 Irving avenue, Syracuse, Vice-President, Ladies' Aid Society.
 - * Osborne, John H., No. 130 South street, Auburn.
 - Osborne, Hon. Thomas M., Auburn, George Junior Republic.
 - * Palmer, Miss Alice M., Syracuse, Syracuse State Institution for Feeble-Minded Children.

- Palmer, Maj. Alva W., No. 1000 East Genesee street, Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Parker, John A., Freeville, Superintendent, George Junior Republic.
- Pennock, J. D., Solvay, George Junior Republic.
- Pennock, Una Bagg, No. 2002 West Genesee street, Syracuse, Secretary, Woman's Aid to the George Junior Republic Association.
- Persons, Rev. Silas E., Cazenovia, Member Visiting Committee, State Charities Aid Association.
- Plant, Dr. John W., No. 224 Harrison street, Syracuse, President, Syracuse Boys' Club; Syracuse Society for the Prevention of Cruelty to Children.
- Poole, Harriet Ella, No. 120 Lincoln avenue, Syracuse.
- Poole, Mrs. T. L., No. 120 Lincoln avenue, Syracuse, Woman's Relief Corps.
- Potter, Dr. D. C., No. 280 Broadway, New York City, Chief, Charitable Institutions Division, Department of Finance, New York City.
- Potter, Mrs. L. E., No. 217 Barrett street, Syracuse.
- Powell, Mrs. Marcia Chace, Ghent, Manager, New York State Training School for Girls.
- Prescott, Herbert F., No. 190 Western avenue, Albany, Secretary to Fiscal Supervisor of State Charities.
- Proudft, Alexander C., No. 105 East 22d street, New York City, Secretary, New York City Visiting Committee; President, West Side Juvenile Club.
- Raines, Hon. Thomas, Rochester.
- Reeder, R. R., Hastings-on-the-Hudson, Superintendent, Orphan Asylum Society of the City of New York.
- Reeder, Mrs. R. R., Hastings-on-Hudson.
- Rhoades, Mabel C., No. 406 Walnut place, Syracuse, May Memorial Church.
- Rice, Smith, Syracuse, Superintendent of the Poor of Onondaga County.
- Richards, Miss Louisa C., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Richardson, Rev. C. S., Little Falls, City of Little Falls.
- Roberts, A. D., No. 1104 East Genesee street, Syracuse.
- Robinson, Mrs. Arthur, No. 87 South Washington street, Rochester, President, Women's Board, Rochester City Hospital.
- Robinson, George B., No. 415 Broome street, New York City, President, New York Catholic Protectory.
- Robinson, Rev. W. C., No. 202 Walnut place, Syracuse, Pastor, Park Central Presbyterian Church.
- Rogers, Hon. James T., Binghamton, Chairman, Committee on Ways and Means of the Assembly.
- Rosenberg, Mrs. David, No. 490 Court street, Rochester, United Jewish Charities; Hebrew Benevolent Society.
- Rosenbloom, Mrs. D., No. 704 East Jefferson street, Syracuse, United Jewish Charities.
- Rosendale, Hon. Simon W., No. 57 State street, Albany, Commissioner, State Board of Charities.
- Rosendale, Mrs. Simon W., No. 325 State street, Albany, Albany Hospital Training School for Nurses, Albany Guild for the Care of the Sick.
- Rosenfeld, Mrs. F., No. 318 East 82d street, New York City, Emanu-El Sisterhood of Personal Service.
- Ross, Hon. William M., Syracuse, County Judge of Onondaga County.
- Russell, Dr. William L., No. 112 Market street, Poughkeepsie, Medical Inspector, Institutions for the Insane.
- Ruttenau, Maximilian M., No. 17 Whitehall road, New York City, St. Mark's Hospital.
- Ryan, Edward C., No. 210 Furman street, Syracuse.
- Ryan, Mrs. Edward C., No. 210 Furman street, Syracuse.

- * Sadler, John W., Syracuse, President, Common Council.
- * Saperston, Julius L., No. 237 Main street, Buffalo, President, Federated Jewish Charities.
- * Saul, Mrs. Charles F., No. 613 James street, Syracuse, Women's Union.
- * Sawtelle, Mrs. Olive M., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- * Scanlan, Hon. Michael J., No. 51 Chambers street, New York City, Commissioner, State Board of Charities; Particular Council, Society of St. Vincent de Paul; St. Francis Hospital of New York; St. Joseph's Hospital of New York.
- * Schaefer, Emille G., No. 634 Catherine street, Syracuse, German Evangelical Friedens Church.
- * Schlichter, Godfrey, No. 416 South Fourth street, Brooklyn, St. Catharine's Hospital.
- * Schlick, Col. Henry N., No. 141 North Union street, Rochester, St. Joseph's Orphan Asylum Society.
- * Schlitzer, Leo A., No. 126 Franklin street, Rochester, St. Joseph's Orphan Asylum Society.
- * Schoepflin, John, Hamburg, Erie County Board of Supervisors.
- * Schoepflin, Mrs. John, Hamburg.
- * Schwartz, Mrs. Max, No. 529 Burnet avenue, Syracuse Humane Educational Society.
- * Schwert, Louis H., Farnham, Erie County Board of Supervisors.
- * Scollie, Mrs. Julia M., Buffalo, Agen, Board of Supervisors of Erie County for Placing Dependent Children in Family Homes.
- * Seely, Mrs. Mary E., No. 512 Montgomery street, Syracuse, Manager, New York State Woman's Relief Corps Home; Women's Union; Society for the Prevention of Cruelty to Children; Society for the Prevention of Cruelty to Animals.
- * Selden, E. D., No. 161 Circular street, Saratoga Springs, Fairview Home for Friendless Children; Saratoga Home for Children.
- * Selden, Mrs. E. D., No. 161 Circular street, Saratoga Springs, Saratoga Humane Society.
- Sessions, Rev. F. W., Euclid, Pastor, Methodist Episcopal Church.
- Shaffer, Dr. Newton M., No. 28 East 38th street, New York City, New York State Hospital for the Care of Crippled and Deformed Children.
- * Shifferens, William E., No. 14 17th street, Buffalo, Erie County Board of Supervisors.
- * Shriber, Marks, No. 514 Orange street, Syracuse, Treasurer, United Jewish Charities.
- * Skinner, Rev. C. D., No. 224 Lamont avenue, Syracuse.
- * Smith, Hon. Byron C., Auburn.
- * Smith, Devere E., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- * Smith, Fillmore M., No. 14 Larned Building, Syracuse, Secretary and Superintendent, Society for the Prevention of Cruelty to Children.
- * Smith, George W., No. 50 West 93d street, New York City, Special Agent, Trunk Line Association.
- Smith, Mrs. J. W., West Genesee street, Syracuse, Solvay Circle; Syracuse Hospital for Women and Children.
- * Smith, Norell E., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- * Smith, Stanley G., No. 800 University avenue, Syracuse, Director, Syracuse Society for the Prevention of Cruelty to Children.
- * Smith, Hon. Stephen, M. D., No. 3 West 93d street, New York City, Commissioner, State Board of Charities.
- * Smith, Thomas C., No. 19 East 75th street, New York City, New York Catholic Protectory.

- Solomon, Henry, No. 58 East 65th street, New York City, Manager, New York State Reformatory, Elmira; Vice-President, Montefiore Home; Vice-President, Jewish Protectory.
- Spalding, Rev. George B., D. D., Syracuse, Pastor, First Presbyterian Church.
- Spear, Mrs. George A., Cazenovia, Secretary, Madison County Visiting Committee, State Charities Aid Association.
- Spear, Mrs. Joseph H., No. 208 Kirk avenue, Syracuse, President, Woman's Auxilliary, Young Men's Christian Association.
- Sprague, Dr. Phoebe A., Holley, Manager, Western House of Refuge for Women..
- Spratling, Dr. William P., Sonyea, Superintendent, Craig Colony for Epileptics.
- Squires, D. Clifford, No. 311 Waverly avenue, Syracuse, Student of Sociology, Syracuse University.
- Stanton, Mrs. Henry, No. 313 South Beech street, Syracuse.
- Stanton, Mrs. John P., No. 709 East Willow street, Syracuse, Past Senior Vice-President, Root Relief Corps; Vice-President, Syracuse Council of Mothers' Clubs; Director, Society for the Prevention of Cruelty to Children; President, Typographical Union.
- Stebbins, Linda, Cazenovia, Madison County Visiting Committee, State Charities Aid Association.
- Stebbins, Margaret D., Cazenovia, Trustee, Home for Destitute Children of Madison County.
- Stephenson, Frank H., No. 429 University Building, Syracuse, Neurologist, Syracuse Hospital for Women and Children; Syracuse Free Dispensary; St. Vincent's Orphan Asylum; Onondaga County Orphan Asylum.
- Stevens, Mrs. R. H., No. 207 Garfield avenue, Syracuse, President, Bible Readers.
- Stewart, Hon. William R., No. 31 Nassau street, New York City, Commissioner, State Board of Charities.
- Stillman, Dr. William O., No. 287 State street, Albany, President, Mohawk and Hudson River Humane Society; Director, Fairview Home for Friendless Children.
- Stoddard, Hon. Enoch V., M. D., No. 62 State street, Rochester, President, State Board of Charities.
- Stoddard, Mrs. Enoch V., No. 68 South Washington street, Rochester.
- Stolz, Benjamin, No. 811 Madison street, Syracuse, Director, Jewish Orphan Asylum Association of Western New York; Director, Solomon Lederer Benevolent Society.
- Stolz, Mrs. Benjamin, No. 811 Madison street, Syracuse, Director, Hospital of the Good Shepherd; Director, Council of Jewish Women.
- Swan, William L., No. 461 West 144th street, New York City, President, Nassau Hospital Association.
- Templeton, Isabelle, No. 707 West avenue, Buffalo, Charity Organization Society.
- Thalheimer, Gates, No. 1006 East Genesee street, Syracuse, Manager, State Industrial School.
- Thomas, L. E., Syracuse, Principal, Danforth School.
- Thomas, Hon. Ralph W., Hamilton, Commissioner, State Board of Charities.
- Thompson, Mrs. F. A., Marcellus.
- Thomson, Alice Page, No. 2195 Broadway, New York City, Superintendent, Sea Breeze; Association for Improving the Condition of the Poor.
- Towne, Arthur W., No. 146 Holland street, Syracuse, Superintendent, Syracuse Boys' Club.
- Toxier, Mrs. Emily A., No. 17 Ross street, Batavia, Batavia Humane Society.
- Tracy, Mrs. O. V., James street, Syracuse, Solvay Circle; Syracuse Hospital for Women and Children.
- Trowbridge, Mrs. M. S., No. 330 Montgomery street, Syracuse, Superintendent, Women's Union.

324 FIFTH NEW YORK STATE CONFERENCE OF CHARITIES.

- Tuck, Mrs. John Bennett, No. 301 South Beech street, Syracuse, President, Circle of Mercy.
- Tully, Hon. James H., foot of East 26th street, New York City, Commissioner of Public Charities.
- Van Baalen, Mrs. Hannah, No. 704 East Jefferson street, Syracuse, Vice-President, United Hebrew Charities.
- Van de Warker, Mabel Ely, No. 404 Fayette Park, Syracuse.
- Van Duyn, Dr. Edward S., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Van Epps, A. M., No. 206 Roberts avenue, Syracuse, Shelter for Unprotected Girls.
- Vann, Mrs. Irving G., No. 316 James street, Syracuse, Vice-President, Syracuse Employment Society; Vice-President, Syracuse Hospital for Women and Children; Trustee, Shelter for Unprotected Girls.
- Vary, Mrs. D. A., Newark, State Charities Aid Association.
- Vassar, Rev. John E., No. 120 West Colvin street, Syracuse, Pastor, Tabernacle Baptist Church.
- Veeder, Dr. M. A., Lyons.
- Wade, Frank E., No. 310 Bryant street, Buffalo, Charity Organization Society.
- Waite, Miss Charlotte E., No. 206 Roberts avenue, Syracuse, Housekeeper, Shelter for Unprotected Girls.
- Wakeman, Arthur E., No. 61 Poplar street, Brooklyn, General Secretary, Brooklyn Children's Aid Society.
- Walker, Mrs. U. C., No. 8 Massey avenue, Watertown, Superintendent, Bureau of Charities and Correction; Agent, Society for Prevention of Cruelty to Children.
- Wallis, William J., Western avenue and Robin street, Albany, Superintendent, Albany Orphan Asylum.
- Warner, Mrs. J. W., No. 129 Main street, Oneida, Treasurer, Old Ladies' Home of Madison County.
- Warner, William H., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Weeden, Willis L., Frankfort, Inspector, State Board of Charities.
- Weeks, F. Delano, No. 45 William street, New York City, The Edgewater Crèche.
- Weigel, Miss Elizabeth, No. 321 Douglas street, Syracuse, Principal, Clinton School.
- Wells, Mrs. Arthur J., No. 116 Onondaga avenue, Syracuse, Humane Educational Society.
- Wells, E. B., Clyde, State Charities Aid Association.
- Welshe, Mrs. Annie M., No. 50 Wall street, Auburn, Superintendent, State Prison for Women.
- Wendell, Evert Jansen, No. 8 East 38th street, New York City, New York House of Refuge.
- Whalen, Thomas J., No. 108 Morris street, Ogdensburg, Ogdensburg City Hospital and Orphan Asylum.
- Wheaton, Mrs. Rachel E., The Moore, Syracuse.
- Whedon, Mrs. George D., No. 350 West Onondaga street, Syracuse, First Vice-President, Crippled Children's Guild.
- Wheeler, Charles B., No. 305 Elmwood avenue, Buffalo, City of Buffalo.
- Whelan, Martin L., No. 1022 Sixth avenue, Troy, Vice-President, Particular Council, Society of St. Vincent de Paul.
- White, Prof. G. N., Syracuse, Principal, Elmwood School.
- White, Miss Mabel T., No. 208 Comstock avenue, Syracuse, May Memorial Church.
- White, Rev. William J., D. D., No. 98 Richards street, Brooklyn, Director of Catholic Charities of the Diocese of Brooklyn.
- Whitney, Miss Jessamine S., Union, Student, Cornell University.
- Wickes, W. K., Syracuse, Principal, Syracuse High School.

- Widdrington, Miss Ada P., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Wilber, John C., No. 301 West avenue, Buffalo, Manager, Thomas Asylum for Orphan and Destitute Indian Children.
- Wilbur, Mrs. Emily P., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Wilkin, Hon. Robert J., Brooklyn, Judge of Children's Court.
- Williams, Mornay, No. 305 West 88th street, New York City, New York Juvenile Asylum; Member, Prison Association.
- Williams, Mrs. Mornay, No. 305 West 88th street, New York City.
- Wiseman, Gates, No. 705 East Genesee street, Syracuse, United Jewish Charities.
- Witbeck, Miss Mary L., Spring avenue, Troy, Troy Orphan Asylum.
- Wood, Miss Alvira E., Syracuse, Syracuse State Institution for Feeble-Minded Children.
- Wood, Carolyn J., No. 205 Highland avenue, Syracuse.
- Wood, Charles W., No. 205 Highland avenue, Syracuse, Secretary, Chamber of Commerce.
- Wood, James, Mt. Kisco, President, New York State Reformatory for Women.
- Wood, Miss Olive, No. 416 James street, Syracuse.
- Woodruff, Hon. Timothy L., No. 94 Eighth avenue, Brooklyn.
- Worden, Byron, R.F.D. No. 4, Oswego, Oswego County Board of Supervisors.
- Wright, Rev. Charles D., No. 240 Tennyson avenue, Syracuse.
- Wright, Charles F., No. 413 Warren street, Syracuse, Independent Order of Odd Fellows Home Association of Lockport.
- Wurtenberg, Miss H. M., No. 16 Winter street, Buffalo, Erie County Agent for Placing Out Dependent Children.
- Wyckoff, Clarence, Ithaca, George Junior Republic.
- Yorke, William C., No. 131 East 128d street, New York City, Superintendent, Municipal Lodging House, Department of Public Charities.
- Young, Miss Sarah P., Syracuse, Syracuse State Institution for Feeble-Minded Children.

REPORT OF COMMITTEE ON ORGANIZATION FOR 1905.

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APPENDIX II.

PROCEEDINGS
OF THE
Thirty-fourth Annual Convention
OF THE
COUNTY SUPERINTENDENTS OF THE POOR
OF THE
STATE OF NEW YORK
HELD AT
PATCHOGUE, LONG ISLAND,
JUNE 28, 29, 30, and JULY 1, 1904.

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PROCEEDINGS OF THIRTY-FOURTH ANNUAL CONVENTION.

June 28, 29, 30, and July 1, 1904.

The thirty-fourth annual convention of the Superintendents of the Poor of the State of New York, held at Patchogue, Suffolk county, N. Y., was opened Tuesday morning, June 28th, 1904, with music by Mr. Edward Barrow, followed by prayer by Rev. Sherman W. Haven.

The convention was then welcomed by Hon. Walter H. Jaycox, county judge of Suffolk county, N. Y., who said:

Mr. President and Members of the Convention of Superintendents of the Poor of the State of New York. Ladies and Gentlemen: To me has been awarded the high honor and distinguished privilege of bidding you welcome to Suffolk county. This honor is highly appreciated, but I fear poorly merited. After your souls have been inspired by music, and uplifted to the throne of grace by prayer, I feel that anything that I could say to you would be dry, stale and unprofitable. My only excuse for speaking to you is the sincerity of the message I bear, we welcome you. On behalf of the municipal government of Suffolk county, on behalf of all friends and officers and all this people, I bid you a hearty, cordial welcome.

Our Saviour when on earth said: "The poor ye have always with you." If he could have said "the Superintendents of the Poor are always with you" it would have been a matter of rejoicing instead of sorrow.

We are pleased to greet you in Suffolk county. We are glad to have you with us. We believe that you will enjoy your sessions here. We believe that the county of Suffolk is one of which we may well be proud. We believe that it is well adapted for the purposes of such conventions as this. Our only regret is that you are going to stay with us altogether too short a time to see all the beauties of Suffolk county and enjoy all its pleasures. It is a large county, extending practically 75 miles out to sea. It has more seacoast than any county in the State of New York, perhaps in the Union, and every bit of it beautiful and interesting. It is washed by the waters of the Atlantic on the south, of the Sound on the north; it is bisected at its eastern end by the

waters of Peconic bay and the Great South bay which is immediately in front of you here. It is, I believe, the finest sheet of water for the amateur sailor in the world. Its low shore and shallow depth make it practically safe enough for any amateur to try his hand at sailing a boat on its surface. The Peconic bay I am told is as pretty as there is in the world. I have seen it and know its beauty, but I haven't had the opportunity of comparison with others. We wish you to enjoy all these things. But we do not wish you to believe we are like the boy in Florida who was asked how they lived there, and he said: "In the summer-time we live on each other, and in the winter on the New Yorkers." We do not entirely depend here upon the summer boarder for a living; our industries are various and considerable. The South bay here is the home of the Bluepoint oyster, known the world over; that is an industry of great importance. The fishing industry is large here, but we have also the farming industry. I think it would surprise you to know the extent of our farming; it may not be so large as in some of the counties of the State, but I think the soil is as fertile. I am told that it is a common occurrence on the eastern end of the island to raise four or five hundred bushels of potatoes to an acre. Crops of cauliflower and asparagus are abundant. We have a large manufacturing place that is devoted to the manufacture of lace curtains; and I think if you had the time, a trip to that would interest you. If you would go through it, you would be very much enlightened. We trust that you will take the opportunity here to see all that you can, and enjoy yourselves in every way. We trust that you will find the climate here salubrious, that you will find it conducive to harmony in your meetings, and that wisdom and harmony will rest upon and abide with you throughout all your sessions, and that you will enjoy every moment of the time.

We welcome you not alone to its shore to have you see the beauties of the island here, but we welcome you because we feel that you deserve a welcome. The office of superintendent of the poor, we think calls for some of the finest characteristics and some of the most diverse faculties. It seems to me that a man to be a good superintendent of the poor must be a charitable man himself; he must be a man with a kind heart in which the milk of human kindness is ever flowing; he must be a practically good business man in order to buy to the best advantage for his county,

to serve their interests; and it takes a man of intelligence, integrity and of a charitable disposition to perform all the functions of his office. And we know that the people from whence you came selected you as the best men for this office that you hold; and as such, we welcome you.

Gentlemen, I could talk longer, but no matter how long I talk, I could not say more than is embraced in the single word, welcome. You are welcome to Patchogue, to Suffolk county, and to all we have.

Mr. Patrick Redmond, President of the convention, responded as follows:—

I am sure we all appreciate the kind words of welcome so fittingly expressed. They pave the way to our proper work. They encourage us to grasp at higher ideals. We see that others beside ourselves feel the importance of our labors.

This organization merits kind words, for its deeds are all deeds of kindness. Without voicing political or religious views, without drawing distinction of class, color or creed in its field of labor, it stands on the broad platform of charity, and extends its arms to assist the unfortunate, and opens its heart to receive the poor and needy. Too true it is that we have the poor with us always, which is the excuse for our existence, and yet were they not with us the heart of man would find a broad avenue closed to the noblest attributes of his nature. So we shall make the most of our opportunities, and exercise both brain and heart in the prosecution of a work which the appreciative words of Judge Jaycox render more sacred.

I thank you, sir, on behalf of this body for your noble sentiments and kind welcome, which I know none of us will forget or unworthily remember.

Music by Mr. Edward Barrow, who responded to a hearty encore.

President Redmond then declared the convention open for regular business, after which he delivered the annual

ADDRESS BY THE PRESIDENT.

Ladies and Gentlemen:—The question of the use and the abuse of charity, in its myriad forms, has long agitated the public mind. It is indeed one of the problems of our higher civilization. We, too, must seek a solution, at least we cannot refrain from attempting it. The right way of doing things chari-

table, the manner, the when and the where must be considered by us all in our daily work or else our work is in vain. We who, officially, are exercising charity every day, ought to be able to speak with some authority at least by reason of our varied experiences. Theory is all right, but it is frequently developed without a sound knowledge of facts. Experience in our work is the true thing, and experience teaches many things of which theory takes no note. Human nature is so strange, special cases so unique, that the ingenuity of man is taxed to the uttermost, in a moment of time, when the starving family, or the abused child, is demanding instant relief.

I am glad that a more rational interpretation of charity's relation toward the poor and unfortunate is gaining ground each day. Charity no longer gives for the mere sake of giving, but rather it assists in order that the recipient may learn self help. It no longer seeks inadvertently to create paupers, but hopes to assist in the advancement of manhood and womanhood. Thus broader ideas are continuously manifested, a more just and humane sense is awakened, and a more philosophical spirit seeks to solve these problems which the civilized world can no longer ignore.

I shall not now attempt to enter into a lengthy discussion of the solution of these problems—this is the province of the papers of the later sessions—but you will excuse me if to-day I touch lightly and briefly upon two branches of our work which have always lain quite close to my heart. Indeed I cannot let the opportunity pass without seeking to drive home a sort of a hobby of mine. Bear with me, if I seem to go to the extreme, in a short discussion, of two forms of vice, nay more, crime, which works at woeful destruction among the poor. I refer to desertion of wife and family, and to neglect of children. These to my mind lie at the root of the evil of the proletariat.

We must all acknowledge that the wife-beater has no reason for existence. He is out of place in our time. His avocation terminated some hundreds of years ago, when the wife ceased to be in law and right a slave of the husband. But the wife-deserter is indeed the wife-beater. They are the same in person and in spirit. The man who deserts his wife would beat her had he the courage. The coward deserts, the brute beats. The cowards of to-day are the brutes of yesterday in family affairs. I defy any man to cite me a case in which the woman is the original aggressive

party to a quarrel which leads to desertion, or is the cause of the husband's neglect of his wife and children. And, indeed, desertion seldom arises from a family quarrel. It has no supposed adequate cause, for such a cause lies hidden in the weakness of human nature itself. In many cases base passion tires of its victim, indolence shuns duty, and vice mocks at virtue. And the husband, lawless, vicious, without rhyme or reason, takes a coward's vengeance on his abused wife and neglected family by leaving them to the tender mercies of the cold world. Sometimes, the husband urges as his excuse for desertion the infidelity of the wife, but you will find upon careful examination that his prior vices, neglects and crimes are the true cause of her unseemly conduct and of his detestable acts. Rarely, indeed, is such an excuse offered by the husband for he knows too well that such an excuse cannot be tolerated, for back of it lies the true cause which stamps the husband as a culprit.

What shall I say of the neglect of the children? What is more inhuman than to intentionally make a child a waif? What is more criminal in its woeful effects upon the child than to leave it destitute, deny to it a parent's tender care, and deprive it of that very education at the very time when its destiny is surely being shaped? I cannot dwell upon this branch of my discourse—the mere mention of it speaks more than volumes of empty words. What poverty, what misery, what crime, arises from such desertion and such neglect! There can be no excuse urged in extenuation of it, for there is nothing but evil resulting from it. It is contrary to nature, it is opposed to law, it destroys morality, and undermines the foundation of the state itself—the family.

The deserter, wherever he be, is a coward, and the family deserter is more than a coward, he is a criminal. The flimsy excuses advanced by men for deserting their families and neglecting their children create disgust and awaken shame, not only in the individual but in the public at large. And the weak point in it all is the inadequacy and ineffectiveness of the punishment meted out to the deserter by our courts. Of what avail is it to send a man to the county jail or penitentiary for family desertion? None. The very act of confining him removes in a vast majority of cases the only means of support of the family. Charity must now step in where charity in the natural course of things ought never to go. Of what avail is the imposition of a fine when

the very money which the family needs is used to release the recreant husband? None. Charity must again come to the rescue of the destitute and perhaps famishing family. There must be some other judicial method invoked to correct this growing evil. What shall it be?

Excuse me if I assert that I am not a cruel man. I am sure that those who know me will say that harsh measures are not to my liking. But after years of experience in public charity, and in the handling of these very cases, which are such a crying evil, I can come to no other conclusion than that there exists a demand for some other species of punishment. I am sorry, indeed, to advocate what that punishment ought to be, but I can no longer refrain from proclaiming it—the whipping-post. This will at least add terror to the punishment, and terror to the very element needed to awaken in a coward the sense of his obligations toward his wife and his family. This species of punishment will be adequate. It will fill the bill. It will fit the crime. Far be it from me to urge cruelty in any manner or toward any class, but the family, the wife, the child, are of more importance to the state, to society, to the community, than the lawless, abusive husband whose manhood, whose pride can be awakened or touched in no other manner. It is asserted that this species of punishment will lessen self-respect, but let me answer that the deserter of wife and family has no such respect. And it is better indeed that innocence, and virtue and thrift be maintained in the family, even through the strong arm of the law, than that a faithless husband and neglectful father be spared the humiliation and disgrace of a public exhibition for his unmanly conduct and inexcusable crime. Permit me to leave the discussion of this subject to you. It is worthy of your serious consideration. I have but hinted at the outline. You can fill in with profit to us all.

The work of the convention is now in your hands, and that there is work to do, the very fact of your presence is the strongest proof. You have assembled from the four corners of the most prosperous and richest State of the Union, and at your several homes you have left numerous cases in which your official administration of public charity is necessary and continuous. It is to the betterment of such cases that you are here assembled.

The public, who, relying on your honesty and judgment, administer through your hands its combined charity, expects from this convention, something of benefit and profit.

You are here, therefore, for a purpose, to the end that in public discussions and in private converse you may, by the interchange of experiences and theories, approach still nearer to the perfect administration of your duties. With these suggestions and the hope that your deliberations may, as heretofore, be marked by moderation and kindly spirit, I leave the matter in your hands. What is your further pleasure?

Convention then adjourned until 2 p. m.

TUESDAY AFTERNOON SESSION.

Convention called to order by President Redmond at 2 o'clock. President Redmond then called Special Committee on Constitution and By-Laws to report.

Mr. John J. Kirkpatrick, of Suffolk county, read:

CONSTITUTION.

ARTICLE I.

Name.

Section 1. This organization shall be known as The Association of County Superintendents of the Poor of the State of New York.

ARTICLE II.

Object.

Section 1. The object of this association shall be to promote the interests of those unfortunates who are dependent upon charity and to assist in the adoption of correct methods for the administration of charity.

ARTICLE III.

Membership.

Section 1. Any county or city superintendent of the poor, the superintendent of state and alien poor, keeper of alms house, representative of board of supervisors or any public institution interested in the administration of charity in the State of New York, may become members of this association, and entitled to a vote in all matters pertaining to the association.

ARTICLE IV.

Officers.

Section 1. The officers of this association shall be a president, first vice-president, second vice-president, secretary and treasurer. The offices of secretary and treasurer may be held by the same person.

Sec. 2. Officers shall be elected at the annual meeting or convention, by written ballot of the members of the association and shall each be a county or city superintendent of the poor or keeper of almshouse.

Sec. 3. Officers shall hold office for the term of one year or until their successors shall be elected or appointed.

ARTICLE V.

Meetings.

Section 1. An annual meeting or convention of the members of this association shall be held at such time and place as may be decided by the association in convention assembled.

ARTICLE VI.

Duties of Officers.

Section 1. It shall be the duty of the President to preside at all conventions, to appoint all standing committees and perform all the duties incidental to his office.

Sec. 2. The Vice-Presidents, in their order, shall perform all the duties of the President in case of vacancy, absence or incapacity.

Sec. 3. It shall be the duty of the Secretary to keep account of the proceedings of the conventions of the association; he shall keep a complete and accurate list of the membership; he shall notify each member of all meetings at least twenty days previous to such convention; and shall conduct the correspondence of the association.

Sec. 4. The Treasurer shall have the care and custody of all the funds and securities of the association and pay out and dispose of the same under the direction of the association or its President.

ARTICLE VII.

Committees.

Section 1. There shall be five standing committees, viz., on Organization, Legislation, Resolutions, Topics and Time and Place. Each of which shall be composed of five persons to be appointed by the President, and approved by the association.

ARTICLE VIII.

Amendments to the Constitution.

Section 1. This constitution may be altered or amended at any convention by a two-thirds vote of the members present and voting, provided that a written notice has been given of the proposed amendment at a previous convention.

BY-LAWS.

Rule 1. Thirty members shall constitute a quorum.

Rule 2. There shall be no regular dues, the expenses of the association to be met by voluntary contributions.

Rule 3. The rules of order as laid down in "Robert's Rules of Order" shall govern this association, unless they conflict with the constitution of the association.

Mr. Weisz, of New York:—Mr. President, I have heard the reading of the report and I wish to move the adoption of it, and further, that the rules as read, take effect immediately.

Dr. R. W. Hill, of Albany:—Before the motion made is carried, it seems to me it would be advisable for this convention to consider the constitution which has just been read for the first time in the hearing of the convention; and it might be well, therefore, to make the consideration of the motion just made a standing order for the morning meeting to-morrow—the first thing to-morrow morning; that will give an opportunity for the consideration of the matter of the constitution between now and that time. It is an important document, and it seems to me that it is difficult to digest its full meaning at the first meeting. I therefore make a motion that it be the standing order at the opening of the convention to-morrow morning.

President Redmond:—You mean that as an amendment to this motion?

Dr. Hill:—Just simply a motion to make it a standing order, when it will come up in regular order.

Mr. Weisz:—Mr. President, I am obliged to differ with the gentleman who followed me. I believe the communication of the report was made very clear, not too rapid but that every member could understand it; I think it is very clear, good English language; and why we should defer the consideration of the report or the adoption of the rules, I cannot see. This is the second session and we haven't any rules to govern this convention by, and I do not see any reason why it should be laid over; unless some substitute can be offered to govern this convention from this out, I do not feel I ought to withdraw my motion.

Mr. Kirkpatrick:—In behalf of the committee on organization, we have taken this matter in deep thought; and after looking over the register, we find that more than a large majority of the superintendents of the county are represented. We have a very short time for the discussions coming before us, and we have the opportunity of taking this matter in hand this afternoon, so as to give all of the guests here a chance to take advantage of all the pleasures which may be placed before them. To-morrow afternoon there are boating excursions, and a great many of our guests here will take advantage of that pleasure to take the sail. We have a full attendance here at present, as we will not have during the other sessions, and I do not believe you can get a better vote than you will be able to at the present time.

Dr. Hill:—I speak somewhat with reluctance, and yet I believe it is wise to ask whether the full meaning of the section upon membership has been studied. As I listened to the constitution as read, it seems to me that there was a certain limitation as to membership, and a certain enlargement as to membership, which deserves careful consideration before the constitution is adopted as a whole. With the exception of that single clause or article, I saw nothing in the instrument which need delay the convention. But I did apparently discern in that clause an exclusion which probably was not intended. That exclusion would debar from membership many public officers of the State, who are, I think, responsible for the relief, care and maintenance of the poor of the State, and whose duties bring them into official relations with every other member of the Association of the Superintendents of the Poor. It would seem that they, too, might be included in the membership, as they have always participated in the meet-

ings of the convention, and have as much responsibility as the officers of public institutions engaged in charitable work, (which is in substance the last clause of the article called in question). It was because of that section that I suggested an opportunity for conference—an opportunity for a consideration of the constitution itself; and I am inclined to believe that the convention may very well include in its membership the superintendent of State and alien poor and the other officials who are actively engaged officially in the administration of public charity.

Mr. Kirkpatrick:—I do not wish to monopolize the time, but I will read this section over to you. (Reads.) We tried to make this resolution in this section just as broad as we possibly could. We do not wish to bar out anybody; we want each charity institution to have the same voice as the superintendent of the poor; that is, one vote and no more. That is the idea of this section; that each and every institution have the same privilege of sending as many delegates as they wish, the more the merrier; but the superintendents of the poor of the State of New York want the same privilege: one vote, and no more than one vote. This matter came up at Buffalo when the vote was taken; the fact is, we did not know who had the right to vote. There were half a dozen delegates from one institution, and they had six times as many votes as the superintendents of the poor. We did not think that was fair. This resolution reads: (reads Article III.) That takes in everything in the shape of charity; any organization that it might be, the State Board of Charities, State Aid Society, the Children's Aid Society—every charity organization there is in the State of New York, and that is the intention of the committee.

President Redmond:—Dr. Hill, your amendment was that this lay over until to-morrow morning?

Dr. Hill:—I do not wish to defer action upon this although I would like to see that particular article amended so that it would include all State officials or boards engaged in the care, maintenance or oversight of the dependent poor. That would introduce the State Board of Charities and its representatives, who are, by the terms of the constitution, as read, excluded from membership. An article which expressly designates certain individuals as eligible to membership, excludes all who are not expressly named; and as this has designated supervisors, county superintendents, the keepers of almshouses and delegates from charitable

institutions, making no mention of representatives of State Board, it would mean that they are excluded. I do not believe, from what Mr. Kirkpatrick has said, that that was the intention, but it is the actual legal meaning of the instrument. And if the intention is that the representatives of the State boards shall be entitled to membership, a little change in that will make it clear and plain and obviate anything that would seem to bar them out.

Mr. Kirkpatrick:—With the privilege of the President and of the rest of the committee, who are all present here, I would suggest we insert the words “and State Board of Charities,” giving the delegate one vote, the same as the other institutions. I think that will meet Dr. Hill’s objection.

Dr. Hill:—I would like to have the privilege of being present with the convention from time to time when the State board sends me and enjoy the discussions.

Mr. Weisz:—I can readily feel for Dr. Hill in the matter—that he likes the association and enjoys the good company who represent your respective counties, but I am laboring under the same apprehension of my friend over here on the right, that this is a convention of the county superintendents of the State; it has nothing whatever to do with the State organization so far as that is concerned; he will not be excluded any more than anybody else; he will have the same privileges, as I believe this board will be strong enough to extend the invitation to anybody in the State. I believe that county superintendents, or representatives, or men who have charge of other charitable institutions ought to be a composite body by itself; as it has been heretofore, or from what I understand, you have been without a proper rule, and you never knew where you were. You should find out who is a member, who has a right to vote, who has a right to govern; that is the only thing you need a constitution for. I do not believe the intention of the convention is to exclude anybody. I believe the mantle of charity in the State of New York is broad enough to take in everybody, especially when you do meet in the annual convention. I call for the question.

Dr. Hill:—I hardly agree with Mr. Weisz and others that the original title of County Superintendents of the Poor is an exclusive title, but in the framing of the constitution the exclusiveness of the title has been departed from, and others are entitled to be made eligible to membership in the body, so that while it

bears the name of County Superintendents of the Poor, its membership is composed of supervisors, keepers of almshouses and members of charitable institutions, so that you have broadened the membership while still holding to the original title. Now that is all right, I think you have done perfectly right in this broadening, but when you have gone so far as to invite representatives of institutions into membership, it seems to me that those who are charged with duties in connection with the almshouses of the State, should also have an opportunity for full membership—not that they desire to vote or that at any time they would sway the decision of the body from what it ought to be, but they would simply like to be regarded as a part of an honorable membership. Now it so happens that one of the functions of the State Board of Charities is the actual supervision of every almshouse in the State, and there isn't an official in the State, whether county or State, in a more close relationship with all of the public institutions and almshouses of the State than the State Board of Charities as represented by its officers. In fact, one of the officers of that board is as much a superintendent of the poor as any superintendent elected in a county, because, by law, he is charged with all the responsibilities pertaining to the office of county superintendents of the poor in relation to the poor of the State. Now then, we simply believe it would be liberal and it would be a source of gratification if the membership were widened, so that, having taken in three other classes beside the county superintendents of the poor, it would adopt the fourth.

Mr. Long of Erie Co.:—Mr. President, we have been running along a great many years without any rules to govern us, I don't think it would harm us to sleep over this matter. Let us not be too hasty. We seem to be broadening out, taking in supervisors and members of the different institutions, and you are going to exclude the State Board of Charities—the people who are always ready to help us in any emergency. In view of the fact that not all of the superintendents are present, I believe it would be well to digest the matter—sleep over it. Let us wait until to-morrow.

Mr. Kerr:—I think it is just as well to sleep over any matter of any considerable importance, but I think from what has been said, a wrong impression may go forth—that it was the intention of this committee to bring in a report which excluded the State Board of Charities from participation in the proceedings of this

convention. I do not think they had any such intention at all. I am connected with the State Board of Charities—I have attended these conventions, and have been treated with every courtesy and consideration, and I know the feeling of the superintendents of the poor toward the State Board of Charities, and I do not think there was any intention to restrict the membership so as to exclude the State board from being represented at these conventions. I think the intention was otherwise, or they would not invite the representatives of the State board to come here and consider matters both are interested in. At the same time, I can see no harm from holding this matter over.

Mr. Blair:—It seems to me that this might well be laid over until the last day of the session, for the very reason that you have gathered quite a number of people whose names are on your program to discuss questions that you have laid out for them. Under this section that has been offered, you exclude from membership a good many of the people that you have invited to discuss papers, and therefore I do not think it is fair to them that you should adopt the rule now. While you may not intend to exclude them, it certainly will embarrass every one of them who is not named as being permanent members of this association. Away back seven or eight years ago, this same question came up, not in an official way, but this was a convention of superintendents, and yet the superintendents were always out-voted; it wasn't the fault of the people who did it, but the fault of the superintendents who did not attend the convention. This should not, at this time be brought up at the early session of the convention. You have established this precedent for years back, permitting people to come here and take part in your deliberations, and they come here feeling they are equal so far as any superintendent is concerned—the equal and sharer of the responsibilities of this convention; and therefore, it is no more than fair and just that if, in the opinion of the superintendents, there should be a fixed rule for future government, that, so far as this convention is concerned, it should not prevail, because you have called this convention upon rules or regulations, whether they were written or not, but all understood throughout the State that they were to come here and participate in the duties and pleasures; and having come, and paid their good money for the purpose of contributing to the success of this convention, it is no more than fair that an important matter of this kind, which will in the future have something to do with

shaping and controlling the affairs of the superintendents of the convention, be laid over, so that no one will feel embarrassed here.

Mr. Weisz:—I would ask for a unanimous consent to speak more on this question. I don't quite agree with my friend, Mr. Blair, and I still differ with my friend, Dr. Hill; and in fact would differ with anyone in the convention—an organization is no organization unless it has a foundation to build on; the constitution and by-laws give it that footing, and the idea of laying this matter over until the last day of the convention is sheer folly. This is unfinished business, and as I look over the business of last year, I find this question came up, and will come again. The committee has carefully considered this question, and I am sure this convention has every faith in that committee; and I am sure the committee who created it, had every faith in it; that they would not put in a by-law or rule whereby this convention should be governed that would be a detriment to it nor to any charitable organization throughout the State; and I am willing, and will support, if this constitution is adopted, any resolution tending to admit a member of the State board and give him equal footing in this convention. I do not think the constitution curtails the right of the committee of arrangements or committee on topics to invite everybody, and I believe they will admit every man. I think it is so admitted by Mr. Hill; there is nothing objected to, except the make-up of this article. I think it is the right of the county superintendents that they should make their own rules and be governed by them.

Mr. Kirkpatrick:—Dr. Hill has made the statement that we are broadening out by taking in the supervisors and keepers of almshouses. The keepers of almshouses are as close as superintendents of the poor; and they go together. The superintendents of the counties cannot do the work without the money the supervisors give them; and by getting them interested in this matter, and by inviting them, year after year, we get them interested, and we receive money from them to improve our work in the different counties. I want to get them interested in this work for the benefit of helping the poor; and I think it was a grand, good thing when this committee took in the board of supervisors, and tried to get them interested and made them members of this convention. I think it is no more than right, and I say the State Board of Charities should be inserted here. We took them all in; we want

them to have the same right as the superintendents of the poor, but no more. We want to give each superintendent one vote. There was a matter came up a few years ago, and everybody voted; there were some half dozen from one institution. Take, for instance, the city of New York—they could send up seventy-five delegates to this convention; probably out of that seventy-five they may represent six institutions; giving them twelve and one-half votes each; I think that would be unfair and unjust to the superintendents who represent one county each. Every charitable organization of the State of New York should have a right to be a member of this convention, and should have the same right of casting one vote upon any matter of business, but no more than one, the same as the superintendent.

Dr. Hill:—I was very much pleased when the broadening out which has been advanced for a number of years past in the convention of county superintendents was incorporated in the instrument intended for its future guidance; I think it was a most excellent idea to bring the supervisors of the State into closer coöperation with the county superintendents in their annual gathering and in the consideration of the great questions of charity. I think also, it was wise to invite representatives of public institutions, as well as keepers of almshouses; and for that broadening out, I think the convention is to be congratulated. Now if you will only add to your instrument the words suggested, “public officials engaged in the administration of charity,” that will cover the point which I have made and will bring in not only the State board, but also the Commission in Lunacy and such other public officials as have direct relations with the great questions of charity and relief in the State.

President Redmond:—You have heard the Constitution and By-Laws as read; all those in favor say “aye.”

Contrary “no.”

Carried.

Mr. Lodge:—I believe that an officer connected with the State who is so closely related to our work as superintendents of the poor, ought to be included. He is in constant relation with all the superintendents of the poor—he is a superintendent of the State and alien poor, and, Mr. President, I would move that in addition to others, that the Superintendent of the State and Alien Poor be added.

Mr. Kerr:—I take pleasure in seconding the motion made by Mr. Lodge. I am well acquainted with the work he referred to,

and I think it is perfectly proper for the resolution to be so made that the Superintendent of State and Alien Poor be a member of this convention.

President Redmond:—You have heard the motion, that the office of Superintendent of State and Alien Poor be added to the list. Anything further to be said on the question?

Carried.

President Redmond then introduced Mr. Henry D. Kerr, Deputy Superintendent of State and Alien Poor, of Huntington, N. Y., who read the following paper:

IMMIGRATION OF THE ALIEN PAUPER.

It is sometimes asserted that papers read at charitable and philanthropic conventions are more likely to be examples of literary ability and encyclopædic research than plain and practical guides for the actual worker in these fields. Hence the attempt has been made to treat this subject in a manner befitting an audience of hard-headed and practical superintendents of the poor; men who we assume are neither doctrinaires nor sentimentalists; who understand that art of cross-examination without prejudice and who can tell a "hobo" from an honest workingman out of a job without an excessive amount of investigation. At the same time it is not at all improbable that I have before me some superintendent who occasionally finds it easier to give a destitute stranger a dollar to "pass on" to the next county rather than to make out his papers as a State poor case.

"Immigration of the Alien Pauper," the subject assigned for this discussion is sufficiently comprehensive for several papers and I can call your attention to only a few interesting points in connection therewith.

In the past it is "immigration" which has developed our country and made us a great nation, but at present it seems to bring to our shores in ever-increasing numbers the "alien pauper."

Let us consider briefly the subject of immigration. The idea expressed by this word is a very insignificant one in human history. It is an important source of human progress and the history of mankind is practically the history of successive waves of immigration. It has been the origin of many of the greatest social and political movements in the world.

Under whatever conditions tribes of peoples seek new habitations whether as armies of soldiers, hordes of barbarian invaders

or as in the present day when hundreds of thousands from Southern and Central Europe peaceably invade our shores, the impelling force is the same—the scarcity of food and lack of room for development at home.

The genius of an Alexander who led the multiplying Greeks and colonized them throughout Asia by force of arms and the migration of the Goths and Vandals to Spain and Africa were prompted by the same instinctive demand for land and bread. Generally speaking when the population of any country becomes congested, food becomes more difficult to obtain and part of the population emigrates. This emigration may take the form of a peaceable exodus or it may assume the panoply of war.

Unless there is an outlet abroad there is disorder at home; hence the measures taken by the older and more thickly settled countries of Europe to acquire foreign colonies. Blest as we are with millions of unoccupied acres, we do not realize the fierce competition among the inhabitants of the Old World for a piece of ground on which they may support themselves.

It was the congestion in the Scandinavian hive which brought the Northmen as immigrants to every seacoast in Europe and led to the erection of the Norman kingdom in Sicily and France. At present the growing demand of the Japanese for arable land to feed their increasing population is one of the causes of the Russo-Japanese war. When we reflect on the fact that the population of Japan is nearly forty-five millions while their empire contains an area of land capable of cultivation only one-third the size of the state of Illinois, we begin to understand why they are impelled to secure an outlet for their surplus inhabitants in Corea and on the coasts of Asia.

I think we must admit that immigration in itself is simply the movement of natural forces and hence it is not within the power of our legislators to do away with it; the most that can be done is to divert its current, restrict its volume and prevent its artificial expansion through the greed of mercenary corporations.

The instinct of self-preservation is so great in the individual that it is impossible by legal enactments to restrain his pilgrimage toward a better land when impelled by conditions which render life well nigh intolerable in his own.

At the revocation of the edict of Nantes the Huguenots of France were forbidden to leave the kingdom, yet notwithstanding the most severe penalties they left by thousands; and Russia at

the present time cannot keep the Finns from emigrating. On the other hand the severe laws of Spain against the residence of the gypsies within her borders did not prevent her from having a gypsy camp in every valley; and in our own country, although we have rigid exclusion laws against the Chinese, their number is constantly being augmented in some mysterious manner.

The mere enumeration of figures gives but a vague idea regarding the volume of immigration, but in order to indicate the vast increase in the number of persons coming into this country during the last seventy years, I may state that the United States government records show the number of arrivals in certain typical years to be as follows:—

| | |
|------------|---------|
| 1820 | 8,385 |
| 1836 | 76,242 |
| 1842 | 104,565 |
| 1847 | 234,968 |
| 1854 | 427,833 |
| 1858 | 191,942 |
| 1867 | 303,104 |
| 1884 | 518,592 |
| 1901 | 487,918 |
| 1903 | 857,046 |

There have been various fluctuations in the current, but these figures represent the steady increase in the number of immigrants coming to the United States since 1820. The falling off from the year 1854 to 1867 serves to call attention to the effects of the Civil War.

During each month we are now receiving an accession to the number of our inhabitants which in quantity falls but little short of the population of the whole of our own Suffolk county, but as regards the quality of the same, the difference is very great.

In the year 1903 the number of immigrants who arrived in this country exceeded by 3,500 the number of persons who voted for the majority candidate in New York State at the last presidential election, and during the previous seventeen years there have emigrated to the United States in round numbers 350,000 more souls than there were in the whole State of New York in 1900.

No greater tribute can be paid to the stability of our system of government than to call attention to the fact that during the past seven decades we have received, educated and assimilated this mighty host. Taken as a whole our country has preserved the same ideals and our government is as free as it was when founded.

Our concern now is for the future. In the past the arrivals were of that mixed Teutonic and Celtic stock which raised the standard of freedom and proclaimed themselves a free and independent nation. Their ethical conceptions and ideals of life were the same as those of the people among whom they settled. They were easily assimilated and quickly became an integral part of the body politic, but of late years this is all changed. The Scotch, Irish and Teutonic immigrant is now lost in the mass of Slavs and Jews from Central Europe, of Italians from the South and of the heterogeneous mixture from the Levant, where are gathered now as in Scriptural times, men from every tribe and nation under heaven.

It is no libel to assert that the character of those taking part in this movement is decidedly inferior mentally, morally and physically to that which we formerly received from Northern Europe and under whose influence the United States has been built up.

The down-trodden multitudes from Central and Southern Europe who flock to our shores are a class characterized by dirt, disease and inferior ethical development. In extenuation of this description it may be said that these persons are almost entirely of the peasant rank, but it still remains true that the peasants of this region are socially many degrees lower than those of Northern Europe, who formerly supplied most of our labor.

At present our anxiety is not so much regarding the number as the character of those coming into the United States. During last year Austria-Hungary, Italy and Russia sent us over 570,000 souls, this being more than two-thirds of the total arrivals.

Any nation is great or insignificant as its ideals are high and noble or low and materialistic. Our national existence, our very life in fact, is built on the ideals of the Teutonic race. The national conception of honor, justice and charity is Anglo-Saxon and not of Latin origin. We believe our American ideal of Christianity came from Iona and Lindisfarne, rather than from Southern Europe; from St. Columba and the Celtic church rather

than from St. Augustine, and the Latin church from the North rather than from the South.

It is our ideals and not our wealth which makes us a great nation, but we are now face to face with a mighty array of invaders of a different race, who have other standards of morality, other ideals and other aspirations. Can we allow our standards to be changed with impunity? Is there not considerable danger that our Anglo-Saxon type of civilization will in time give way to that inferior form which suffers the despotic rule of a Sultan or a Czar?

The chief bulwark against these evils is our noble common school system, but many are beginning to question whether our common schools will always prove equal to the task of assimilating the children of the incoming multitudes who are alien in more senses than one.

The majority of our present immigrants have no conception of a free government, they look upon all government either as an instrument of oppression to themselves, or a source of power which will enable them to take advantage of their less fortunate neighbors.

As a matter of fact the present situation deserves deep consideration, yet many of its evils can be attacked only indirectly. Governmental supervision is becoming more thorough each year, but still leaves much to be desired.

In this connection we have to consider not only the natural movement of settlers toward our land, but undisputed facts compel us to admit the existence of an artificial and assisted immigration, which has assumed dangerous proportions.

The violation of his coronation oath by Nicholas II. in the case of the Finns, the persecution of the Jews in Russia and Roumania and the exactions of military service in Germany have doubtless induced many persons to leave their native country when they would have preferred to remain at home; but reference is now made to the sinister action on the part of corporations and municipalities which has led to the dumping of thousands of diseased, dependent and criminal immigrants on our shores.

In an over-taxed European community it is an easy matter to raise twenty or thirty dollars by subscription to send a defective or dependent to that America which makes such generous provisions for the unfortunate, and there have been instances in which the passage money was traced directly to public sources.

Investigation has shown that the agencies of the transportation companies which spread like a vast net-work all over Europe and which particularly in Austro-Hungary and Russia pay commissions to priests, school teachers, postmasters and country notaries who act as sub-agents are indirectly and possibly directly responsible for our receiving many thousands of the pauper and defective class. As the commissions received depend entirely on the amount of business furnished, every effort is made to induce persons to emigrate and all sorts of misrepresentations are made by the sub-agents. Ignorant peasants are induced to turn their little all into money and purchase tickets, under the impression that their fortune is made as soon as they land in America. The weak, the inefficient and those whom the community are glad to get rid of, are easily caught in the net.

It is susceptible of proof that this business has been reduced to a complete system, the headquarters of the operators being at Bremen, Rotterdam and Marseilles. The steamship companies are apparently not directly concerned in the traffic, but the suspicion is inevitable that they connive at and profit by it. All doubtful cases are thoroughly instructed by the sub-agents before leaving, as to the proper answers to make both to the steamship agents at the point of departure and also to the inspectors at Ellis Island. The system provides for agents in this country who call for the immigrants at Ellis Island and Montreal, and a large party is some times provided with a coach who travels with them and furnishes instructions as to the best method of evading our laws. This is not difficult, for our immigration laws seem to have been framed under the child-like delusion that these foreigners always speak the truth while the American citizen who travels in the cabin is compelled to make a sworn declaration before he can land.

Through the efforts of our Immigration Department the attention of the Austrian authorities was called to the offer of misleading and illegal inducements on the part of Bremen and Rotterdam agents, and as a result a number of arrests were made and over half a million letters containing circulars were confiscated at the Budapest postoffice.

By an investigation recently instituted by the Commissioner General of Immigration it has been ascertained that there are at present in the penal and public and private charitable institutions of the State of New York alone, some 14,000 aliens supported at the expense of the citizens, and further that a great many of these have been in the country only a few years.

At a conservative estimate it costs the people of this State \$2,000,000 a year to support these aliens and we must recollect that this refers to only one State.

Under the amended law which not only excluded diseased immigrants, but visited a penalty of \$100 for each offense on the company bringing them over, the majority of such cases promptly avoided American ports and landed in Canada. Acting under instructions, these unfortunates gave Canada as their ultimate destination instead of the United States and thus escaped all inspection. They then crossed the border at their leisure and in a short time helped fill the public institutions of this and other States, or, if not so fortunate, they remained outside to spread disease through our communities.

When the operators found the inspection too exacting on the New York border, they ticketed this class of immigrants further west and sent them into the United States at Detroit. From Detroit they were driven to Winnipeg and entered by way of Dakota.

As the passengers themselves were too ignorant to devise these measures for evading the law, there was evidence of the existence of a well-organized scheme for bringing diseased persons into the country.

During the year 1903, 8,700 aliens were debarred admission at seaports in the United States and in addition 4,500 were refused admission at points on the Canadian frontier; of this latter number over 1,400 were debarred on the ground of loathsome or dangerous diseases.

This evil became so apparent that the Canadian government passed an act which went into effect in October, 1902, and excluded diseased aliens, whether they declared their intention to settle in Canada or some other country.

Nothing is more important to our physical welfare than protection against the introduction of these diseased aliens. If this is permitted, we cannot hope to escape the evil consequences.

The worst ailments brought in are of Oriental origin and are caused by low vitality and filthy surroundings. Favus is a scalp disorder which eats out the hair and frightfully disfigures its victims. Trachoma, a dangerous contagious eye disease, is more difficult to detect and is a frequent cause of blindness.

It should be a source of satisfaction to us to know that our government is taking every precaution to debar these cases from

landing. In one month \$7,500 in fines was imposed on steamship companies entering the port of New York, who had persisted in bringing in diseased immigrants.

Just at this point, the writer cannot help noting as coming under his own personal observation, the great increase in the efficiency of the work at Ellis Island during the present administration.

During the last year we received 185,667 aliens over the age of fourteen years who could neither read nor write, and 3,340 more who could read but not write. In justice to ourselves it does not seem proper to admit this class of immigrants at all, especially as the majority of them were of Slavic, Latin or Oriental origin.

Another unfortunate circumstance connected with the present situation is the tendency of such a large proportion of the new arrivals to segregate in our large cities. We account for this as due especially to the political opportunities afforded by our lax naturalization laws, the absence of any educational qualifications for voting, and also to the fact that in many immigrants of Jewish, Italian and Syrian origin, the commercial instinct has displaced the love of agriculture.

A few suspenders, a push-cart and a bunch of bananas or a pile of ancient fish set them up in business and thereafter rural life has no attractions for them. Their importation is defended by the agents of the transportation companies on the ground that a great and growing country like the United States is in need of labor.

Yet the labor market in the cities to which they congregate is already overstocked and notwithstanding the enormous number of alien arrivals, our farmers are unable to obtain sufficient help.

It has been suggested and it seems a reasonable proposition that it is the duty of our government to assume the examination of aliens at the foreign ports of embarkation. Such inspection would be vastly more effective than that now instituted by the transportation companies themselves.

Skilled physicians representing this government should be detailed for this work and the tax should be raised to cover the additional expense of this service.

In ascertaining the status of an evident foreigner, our laws and our practice put the burden of proof upon the public official instead of upon the person under investigation.

In the examination of deportation and relief cases the presumption is raised in favor of the applicant. The public is required to prove his status, not he to establish it.

It would be a long step in advance were the State to require each alien applicant for more than temporary relief to produce a verified certificate of his arrival in the United States and failing to secure which he would be considered a proper subject for deportation. No application for naturalization papers should be granted without the production of this certificate. Such a method is now entirely feasible, as the Bureau of Immigration have adopted a card system by which the date of arrival and personal identity can be readily verified.

To you, gentlemen, as superintendents of the poor, the people of this State have intrusted the dispensation of public charity.

You represent the Christian dispensation under which the stranger within our gates as well as the citizen and neighbor is entitled to relief.

On no public officials are more honorable or more important duties devolved. On the one hand through the various overseers you relieve the widow and provide for the orphan, and on the other as the representatives of the people of this great State, it is your duty to see that every dollar of public money over which you have supervision is honestly and judiciously expended.

It is part of your duty to uphold and strengthen the hands of our officials in Washington and their representatives on our sea-coasts and borders who are doing so much to curtail the evils of our promiscuous immigration. The constitution of our State has provided in the State Board of Charities an efficient department to assist you in your work. Their reports bring the operations of the superintendents in every county before you and indicate the great volume of both public and private charity for which New York State is noted.

President Redmond called upon Mr. Charles E. Weisz, Department of Charities, New York, for a discussion of Mr. Kerr's paper.

Mr. President and Fellow Delegates:—

Why I should be selected to take up this discussion is a question I cannot answer at this time unless it is because of my experience in the labor world, and, of recent years, my connections with the Charity Department, where it has been a part of my duties to

dispose of immigration cases applying for care and treatment in that department.

At this time I may ask myself, and I believe you will agree with me, as to where to begin and where to stop with so momentous and so important a question as immigration is to this country. I may be classed as one opposed to immigration; in that particular only, however, in the landing at our shores of the undesirable and excluded classes, and would appeal for more rigid and more strict regulations against their admission. My reasons for advocating such restricting measures are that it appears from every act on the part of consulates of foreign countries that they totally ignore the appeals of their subjects when in distress; that it shows or gives signs to a willingness of their respective countries to foist upon this land that undesirable element which is a detriment to their own, and which must, necessarily, fall a burden upon us. It would be a different matter were the consuls of the various governments authorized to provide and care for the indigent, helpless and burdensome persons emigrating from their own countries, but this not being the case and all those landing on our shores becoming our wards and relying upon our aid and receiving sustenance from us, has the time not come when we must make an attempt at self-preservation, universally regarded as the first law of nature, call a halt, and say to the various governments that while our shores extend their welcome to all the people of the world who desire to benefit by our glorious institutions, yet we must insist that they be not used as a dumping ground for the helpless and useless elements of the old countries.

I am in favor of having an age limit for immigrants and that not above fifty years. You all know how difficult it is for an American born citizen of advanced years to obtain employment. Everywhere the cry of "too old" confronts him. Younger men, full of vigor and strength, of early manhood, can be obtained; how can the man advanced in years compete with them? If this be true of American born citizens, what are the opportunities that we can offer to a man advanced in years of foreign birth? Ignorant of our language, unfamiliar with our customs, a stranger in a strange land, and the simplest dictates of humanity command us to provide for him, once he is here.

Even here in our own land are men who have grown old in service, who have enriched their employers, who have built up vast fortunes for others. Are they being properly cared for?

Ought not our corporations and vast institutions of capital reward their men who have become old in service and who were the main-springs of their fortunes, whose loyalty and devotion to the interests of their employers have built up the vast industrial fortunes over the length and breadth of this country? I am opposed to a foreign philanthropy which tries to transplant entire masses of people from one land to another. I am equally opposed to certain American scientific philanthropists aiming to assist in that direction.

I am in favor of authorizing the commissioner to deny the privilege of landing to any individual who, in his judgment, may become a public charge. I believe in enlarging the exclusive list of undesirable in addition to that in existence to-day, such as diseases, poverty or anarchistic tendencies. I believe the time limit of deportation should be extended to all classifications, to wit, prior and subsequent to landing.

In a word, while I am in favor and believe that America is still, as in the days of Ralph Waldo Emerson, a synonym for opportunity, and while I heartily welcome every one who comes to us, flying from oppression and persecution, I think that it is our duty to our country, to the interests of labor, the welfare of our people, to restrict immigration of undesirables, whatever kind or class, and to exclude men and women from landing who may become a charge upon our institutions.

The people of this country should be aroused to the necessity of applying with no uncertain tone to Congress for the enactment of such laws as will empower the Commissioner-General of Immigration and the Commissioner of Immigration of the port of New York, to restrict all such undesirable immigrants, as will, in their good judgment, be likely to become public charges. At this time there is not wide enough scope given these officials to properly protect this country from this undesirable influx of foreigners. I would favor and pledge my hearty support to any movement having for its purpose the expulsion of the various undesirable immigrants inaugurated by the county superintendents of the States. I wish to emphasize by the superintendents and municipal poor officials of the various states that a strong and united appeal should be made upon Congress, when next in session, and I will favor a resolution requesting the appointment of a special committee, with that single object in view and of effecting a national conference of the superintendents of the various states, for, in my opinion, the people of this country cannot be advised

too strongly of the danger that will confront them if this work is neglected; for it is too wide and too deep to be handled in a five or ten hour discussion and provide the ways and means by which such work can be successfully accomplished.

Much credit is due to the administration and others on Ellis Island; as at present conducted, and it is worthy of mention that since the coöperation of the commissioner of the department of public charities and the immigrant officials stationed on Ellis Island, every suggestion coming from the charity department has received due consideration which redounds to the benefit of both departments and to the best interests of the country. Many rules have been made at the Island, beneficial to the immigrant, which are of greater assistance in the proper dispatch of the many thousands of daily arrivals, to wit, women and children without husbands in this country, are now held for proof of their legitimate admission or landing. The mere statement of the persons that agree to provide for them is insufficient and no injunction to prevent deportation if they cannot prove themselves worthy of admission under the law, and another is the money standard which must be of a sufficient amount to provide the immigrant for a specific time after his landing.

I am obliged to recur to the illegal admissions and mention several of the races that have lately proven themselves very undesirable; namely, Greeks, Armenians and the Whitechapel characters.

I could continue to speak of thousands of cases on record in both departments, namely the charity and immigration, that would stir your sentiment to its highest pitch, but suffice it to be said that every effort within the law is exercised to prevent a repetition of a second imposition of a like character, and in conclusion, permit me to appeal to you, men elected or appointed by your several constituencies, that it is your duty, and that, greatly beyond your present comprehension of the importance of this vital question to this country, for some concerted action. I wish to indorse the sentiments expressed by my good friend, Mr. Kerr.

I thank you for your kind attention.

President Redmond:—Are there any other discussions?

Mr. Lodge, of Monroe:—It gives me great pleasure to listen to the paper by Mr. Kerr, continued by Mr. Weisz. There is no question more important than the question of immigration. We should take the trouble, and it is a trouble, to spend sometimes

from two hours to two days to get the history, and to formulate it, to be sent on to the superintendents of the poor of the State, and to have these cases returned, when they come before us, and not sure, as they may pass to the next county and drift around to each state until they become a fixed charity. They seem to me, as they come before me in increasing numbers, all the time, to have an aggravating sort of attitude, a good deal like one who carried papers to me once. Christmas morning came around: "Good morning; wish you a Merry Christmas. What are you going to give me?" We should run them back to the superintendents of the state poor. We have a good many cases in Monroe county sent back. One case of an Italian epileptic—put in the Italian insane asylum. In one of his epileptic attacks, he knocked a woman down and bit her. It was immediately reported, and inside of two weeks that case was on the ocean going back to the country responsible for it. I just want to emphasize the point—we should take special pains to hold these cases, make out their history, send them in to the proper officers, and have them returned.

President Redmond then introduced Mrs. Jennie E. House, of Erie County Hospital, who in the absence of Emma J. Keating, read the following paper:

COUNTY HOSPITALS AND THE CARE OF THE SICK IN THE ALMSHOUSE.

NURSING IN COUNTY HOSPITALS.

When the request for something on "Nursing in County Hospitals" came, I was asked to open a discussion on the subject, and later learned that some one else was to discuss this paper, so was forced at a rather late date to prepare something on this broad subject.

Every county in our State has an almshouse to care for the elderly unfortunates—but very few of them have a regular hospital department. Two, Kings and Erie counties, have large hospital buildings and a training school for nurses in connection. In the Erie county hospital, one of the eight resident house-physicians is regularly appointed to visit the almshouse daily, when those who are in need of liniments, cathartics and such simple remedies report to him and are at once supplied from the store kept in stock there. But if anything serious occurs (which very often

does) he has them at once transferred to the hospital, and to the department, medical or surgical, which their treatment demands. As most of these inmates are more than sixty years of age, they are often in a serious condition when they come under our care. By far the larger number of these people are alcoholics or addicted to the use of some drug, and their recovery, if possible, is slow and often attended by relapses. In the hospital, we have all departments, medical and surgical, (men's and women's) nervous, genito-urinary, nursery and maternity, contagious and tubercular or consumption. Our hospital is located on high ground, one hundred and fifty acres, on the outskirts of the city, and has all conveniences of water, electric lighting, natural gas for cooking and the purest and best of fresh air and sunshine.

The poor of our county, who have not funds to be cared for in a hospital, where rates are high, make application to the superintendent of the poor and receive an order for treatment and care in the county hospital for one year or as long as their necessities demand, and we often have them for the remainder of their lives. We have one woman who has been in the hospital for seventeen years and she is but forty-six years old now.

Tuberculosis or consumption, which is aptly called the "white man's scourge," is one of the most hopeless and pitiable diseases with which we have to deal in our changeable, uneven Northern climate, and it is a noticeable fact that we always have fully three times as many men as women afflicted with it in our tubercular buildings. All these cases, unless they have been here before, are entered as any medical case, to the main hospital, medical wards, but are very carefully examined as soon as possible after entrance.

If they are coughing and expectorating, some of the expectorated material is thoroughly examined with the microscope, and if the tubercular bacilli or germs are found, the patient is at once transferred to the building specially for that purpose. The danger of these patients being with others is that they usually expectorate a great deal and anywhere convenient, and when this material, which is reeking with germs, dries it is whirled up in the air in the form of dust, by the breezes, our feet, skirts, brooms, etc., and is breathed into the lungs, which, if weak, prove fertile soil, in which these germs develop and produce the dread disease. These tubercular subjects, on the streets of our cities and towns, in our street cars and everywhere, are a menace to all classes of

people, and if possible should not be in families or boarding houses, but in institutions specially constructed for the care of the disease.

Our tubercular or consumption hospital is but two years old (a frame structure, on the same site, was burned five years ago) and is a solid, grey stone building, with excellent arrangements for most thorough ventilation and sunrooms for the morning and afternoon.

We encourage the patients to be out of bed every day, if it is necessary to get them out in a wheel chair, to a cot in the sun-room or on the porch. They have all the milk and eggs they can eat, besides all other articles of diet, which we can procure and they desire. The medicines prescribed by the physicians (attending and house) are very carefully given, day and night, and every effort made to make them comfortable and contented.

The unfortunate side of our care of them is that when we have a hopeful case and really get them started on the road to recovery they are very apt to become ambitious to get to work and leave the hospital, against our wishes, usually to return in a few short weeks or months in such a state that all we can do is to comfort and alleviate their last days.

After more than eight years of experience in a large hospital of this kind, I can heartily say that it is a most excellent field of study for the pupil nurse, and also a field, which gives great scope, for more advanced workers.

EMMA J. KEATING,

*Supt. of Nurses, Erie County Hospital,
Buffalo, N. Y.*

Miss Martha M. O'Neill, who was to discuss the above paper, being absent, there was no discussion.

Motion to adjourn until 9:30 a. m. Wednesday, June 29.

WEDNESDAY MORNING SESSION.

Convention called to order at 10 o'clock by President Redmond, who called upon Mr. L. L. Long, of Erie county, to read the following paper:

EVILS OF "PASSING ALONG."

The evils of passing along are so familiar to those persons having experience in the administration of charity, that for them

this topic presents little that is new by way of suggestion. However, for those whose labors and experience in the field of charity have been limited, the topic has attractions, especially when seeking information. It is for this purpose in part that the committee have assigned it for treatment.

It is but a few years since those administering charity, alarmed at the growth of their bills for transportation furnished as temporary relief, began to seek out the reasons for what seemed an overwhelming demand for this form of relief; as they passed on applicant after applicant they found new applicants arriving by the next train, bound in the opposite direction. The ranks of the assisted tourists ever growing in numbers by the addition of persons ostensibly seeking to better their condition, handed along from county to county, old offenders and new, the aged and the young, becoming familiarized with the degrees of pauperism and graduating finally into the poor houses and penitentiaries. Many of them started in pauperism by the first gift of transportation, and association with the ways of the traveling poor.

The improper giving and acceptance of the poor ticket is a burning iron branding the soul with a black brand. It destroys manhood and womanhood; it kills the spirit of independence. It makes the act of seeking the transportation put the seeker on a par with the beggar on the street, and the repeated applications from county to county sink the soul deeper and deeper into the "slough of despond" until arriving at the journey's end the traveler is ready, in too many cases, to embrace a professional career having for its landmarks the asylum, the almshouse and the prison.

Harsh as this above statement of the case may appear, could we have before us ten years' records preceding the awakening of five years ago they would prove it none too harsh. In many cases it is the thoughtless or careless detachment of the tree from its precarious hold upon the bank of the stream to float along with the driftwood, when careful treatment might save and preserve.

On a former occasion, and at a previous convention of the Superintendents of the Poor, the "Passing Along System" was discussed and there was outlined a proposed remedial agency, copying the main idea from the National Associated Hebrew Charities. A committee was appointed to formulate a plan, system and method, in accordance with the sense of the convention

as there expressed. So soon was merit recognized by the National Conference of Charities and Correction in the same year that it also appointed a committee which has so faithfully performed its work that the plan and system have been adopted by very liberal applications for membership in the voluntary association, called into existence by the action of such committee, determining it as the proper remedial agency.

This was the foundation of a great work. There was formed a voluntary, unincorporated association of the various charity departments, private and public corporations and persons engaged in administering charity, wide as the nation and comprehensive in its purposes. Such was its scope and purpose, and so promising were and are its projects, that your committee hailed it as the correct solution and abided with confidence the practical demonstration of its usefulness. Universal coöperation, and the adoption of correct rules of judgment and satisfactory means and methods of procedure were the elementary subjects taken up by this association. Recommended by the National Conference, operating under the constructive talent of wise and experienced directors, it has come to stay, to perform the work expected of it, and as the membership increases it will come to occupy the whole field designed for it by its architects.

Its growth, as testimony of its importance and necessity justifies the labor of the committee, and in their report upon the work accomplished we see the application for the first time of a national method, and just and adequate conception of the true function of transportation as temporary relief, and we behold the country over what was once the most indiscriminate and poorly administered temporary relief becoming reduced in volume enormously, satisfying the true aim of charity and mutual co-operation everywhere in the investigation of cases.

Certain fundamental principles are laid down which are quoted, viz:

1.—Before any charitable transportation shall be granted, the organization or official having the matter under consideration must be satisfied by reliable and adequate evidence—

First.—That the applicant is unable to pay the regular fare.

Second.—That the applicant's condition and prospects will be substantially improved by sending him to the place in question.

Third.—That the applicant will have such resources for main-

tenance at the point of destination as will prevent him from dependence upon public charities; or,

Fourth.—That the applicant has a legal residence in the place to which he is to be sent, or is a proper charge upon the charities of that community.

In addition to this there are certain elementary rules to be observed in administering this kind of relief.

VERIFICATION.

A.—An applicant's statement must in every case be substantiated by other definite, reliable evidence. When this is lacking the applicant should be taken care of, if necessary, until the needful testimony is secured.

DESTINATION NOTIFIED.

B.—In all cases an appropriate charitable organization, or official, if such exists at the point of destination, should be promptly advised that the applicant's transportation to that place is under consideration, or has been determined upon. When a signer of these rules is listed as being located at the proposed point of destination it shall not be legitimate to send the applicant thither unless notification is sent to the signer in advance of the transportation being furnished, or upon the day when it is provided.

In exceptional cases where the sender has reasons for desiring that no record be kept by the charitable agency at the point of destination the matter may be explained to the latter, who shall then preserve no record unless the case is known through sources independent of the sender.

INQUIRIES AT DESTINATION.

C.—It is strongly recommended that a report be secured from an appropriate charitable organization or official to which transportation is desired, before any applicant is sent thither. This is especially urged when a signer of these rules is listed as being located at point of destination.

All signers have definitely announced themselves as willing to coöperate with other signers by making reasonable efforts to secure needful information and to determine whether transportation ought to be provided in any given case. Other char-

itable agencies, also, are usually glad to make any legitimate inquiries and report which fall within the range of their customary activities.

THROUGH TRANSPORTATION REQUIRED.

D.—All charitable transportation provided shall, in every instance, be adequate; that is, the initial or original sender shall provide for the applicant through to his ultimate destination. When through tickets cannot be secured at charity rates the initial sender may enlist the services of some charitable agency at an intermediate point, all expenses to be borne by the initial sender.

"PASSING ALONG" FORBIDDEN.

E.—If an applicant has been aided to reach a place intermediate to the point of his proper destination, without means having been provided for forwarding him to the latter, then no further transportation shall be granted without inquiry of the charitable organization or individual who sent the applicant thither. This correspondent shall be requested to remit the amount necessary either to forward the applicant to his destination or to return him to the starting point. If a satisfactory response is not promptly made, the applicant should be returned to the place where his charitable transportation originated. In no case shall he be "passed along" to another community which has no adequate responsibility for him.

Those being members of the association are obligated to observe the fundamental principles:

Return improper dependent cases to senders, maintain during adjustment of disputed cases, keep proper records, and coöperate promptly in cases of investigation. For the purpose of expeditious and inexpensive investigation and report and inquiry, a code has been devised which, while imperfect, goes a long way in the right direction and will well repay careful perusal. Of it a few samples will show how well and with what comprehensive care the same has been prepared, e. g.:

The code word "Deck," translated means: Will you kindly provide applicant, at our expense, with charity rate ticket from your city to

(Illus.)

Buffalo, N. Y., May 27, 1904.

Provident Association,

1623 Washington Ave., St. Louis, Mo.

Abace; Mrs. George Bittrich and child two years, ably. Man boards cocoa 12 Locust Street.

(Signed)

L. L. LONG, Supt. Poor.

Translated means—Would you advise us to provide with charitable transportation to your city an applicant named Mrs. George Bittrich, woman separated from her husband. Man boards 2012 Locust street.

(Reply)

St. Louis, Mo., May 27, 1904.

L. L. Long,

Poor Supt., Buffalo, N. Y.

Abbacy cleave eaves Bittrich case.

(Signed)

ST. LOUIS PROV. ASSOCIATION.

Translated means—No; the conditions are such that would not recommend the action suggested. We send further particulars by letter.

Every ordinary inquiry can thus be made at small expense, and by coöperation of the greater number subscribing to the association its usefulness and benefits are extended and expanded. With this aim in view of urging all who have duties in this field to perform, the matter has been quoted so liberally from the hand-book, and so numerous are the testimonials to its usefulness that the writer's own experience in reducing the cost of transportation as temporary relief need only be alluded to as exceedingly gratifying. The convenience, again, can not be measured, and I must conclude with urging that while the system cannot abolish the need for transportation as temporary relief, it certainly does eliminate the passing along evil, and the growth of membership betokens that interest and appreciation of the work being done by the association, that it is and will continue one of the fundamental institutes of our charities system.

More need not be said of the association than that it reduces pauperism, and abolishes the evils of passing along. Let every superintendent of the poor in New York State adopt a membership, and not only reap the benefits for his own county, but with convenience to himself and profit to his constituents.

Mr. Dewitt C. Smith, superintendent of the poor, Oneida county, who was called upon to discuss Mr. Long's paper, being

absent, the President called upon Mr. Alberti D. Smith, Superintendent of the Poor, Essex county, who read the following:

COMMITMENT AND CARE OF INDIGENT CHILDREN.

Mr. President, Ladies and Gentlemen:—

The subject assigned me by your honorable committee is "The Commitment and Care of Indigent Children." This is a subject that has been of much interest to me. The care of dependent children is the most important of the duties to be performed by the superintendent of the poor.

In every county the problem that confronts the poor authorities is how best to provide for its indigent poor and how to reduce the number. We all understand how difficult it is after a person or a family have become paupers to make anything but paupers of them, for it has been truly said that pauperism is infectious. In the majority of cases, persons lose their self-respect when they call on the poor authorities for relief and, having once received it, they seem to think that they and all their family are entitled to it forever after. The children from these homes follow in the footsteps of their parents and soon find some excuse for calling on the poor authorities for the order on the store. Now when these families are broken up by death or other causes and these children are placed, if possible, in a home where the people are self-supporting and industrious, and where the children will be taught frugality, industry and, more than all the rest, to become self-supporting, then one important step in removing pauperism has been accomplished.

I therefore consider the commitment of indigent children of the utmost importance.

In the county I represent, all the children that are sent to the orphan asylum are committed by the superintendent. I keep a record of every child, his age, name of parents, and the asylum to which he is committed. I also keep a record of all the children removed by me from the asylum and the names and residences of the parties with whom I have placed the children.

It has been my custom and practice to place most of our indigent children in some asylum for a short period before attempting to place them in homes in order that they may learn obedience, manners and cleanliness, as many of these children come from homes where these most important requirements are unknown; and I find that children over four years of age give

much better satisfaction if they have a year or so of tutoring in one of our asylums than if placed direct in families. Children under that age can be placed directly in homes, if homes can be found for them, and the results are much more satisfactory than with the older ones even, who have been for several years inmates of some public institution; and deliver me from finding a home for a child that has been in some public institution until it has become institutionized, which it is sure to do if left until sixteen or more years of age.

A superintendent, in finding homes in his county for indigent children, has the advantage over the placing-out agents, in that he has a better chance to become acquainted with the individuals that compose the home, and can thus choose a more suitable place for the children.

When I receive an application for a child, unless I am personally acquainted with the parties, I write to some responsible person in the town with whom I am acquainted for the desired information, and, if I am satisfied that the parties are all right, I visit the home, and if upon such a visit I consider the home not a suitable one in which to place the child, though it may have been recommended by the supervisor, I find myself in rather an embarrassing situation and trust to tact to get myself out. If, on the other hand, I find the conditions favorable, I get them to take the youngest child I can. If I can't get them to take a child in its infancy, I try to get them to take one as near that as possible. I have a great number of applications for children from fourteen to sixteen years of age. People want them for servants and invariably make servants of them when they get one of that age, but when they get one that is only one or two years old, they become attached to it and it grows up as one of their own.

My experience in placing out children extends only from April, 1900, when I placed in homes a batch of four boys, all between the ages of thirteen and sixteen. These boys remained where placed for from one to three years, then one of the boys went to his mother, another is clerking in a store in Schenectady, and the other two are taking care of themselves. Since that time I have placed, at no expense to the county except transportation charges, forty-three children, making a total of forty-seven, thus saving the county some \$3,000 in yearly expenditure for their maintenance. Three of these children were born in the county house, and were placed direct. Out of the forty-four taken from the asylum I have

returned three, two of whom have since been placed out. Three have drifted back to the almshouse and one is there now. She was born there and placed in an asylum when two years old; I found her there three years ago and had her removed. She was seventeen years old at the time of this removal.

The other two were sixteen years old at the time of removal, which bears out the statement made at the start that it is very difficult to get satisfactory results from placing children who have been for some years in an asylum, and have reached the years of fifteen or over. The question then arises as to what will be done then with these unfortunate children? And I will leave this question open for discussion, as I feel that it is a question that I am utterly unable to answer.

I do not consider that a superintendent has done his duty either to his office or to the child in merely finding a home for the child and seeing that the right parties get it.

After a child has been removed from an asylum by a superintendent, that superintendent should feel a responsibility in the child, and, as much as is in his power, should keep an oversight on the child and investigate the rumors of abuse that will certainly come to him about it, for you may rest assured that some one will find occasion to criticize the treatment that the child is receiving, merely because the child is adopted and an orphan, whereas if the child was one of the own children of the family they would see nothing wrong nor any cause for interfering, but because it is adopted they think that if the child is corrected it must of necessity be receiving abuse. Sometimes these reports are correct, or have some foundation of truth, and the only way to find out is by personal visitation and then if you are satisfied that these conditions do exist, remove the child.

I have had occasion to remove two children from such homes, but in both cases I had no trouble in finding other homes for them.

In closing I would say that a superintendent in placing these dependent children in homes in his own county, not only saves the county a large expense for maintenance, but starts the children in the way of becoming good citizens, especially if they are placed in the right homes, and they should not be placed in any other.

Discussion on Mr. Smith's paper was called for.

Father Kinkead:—What I wish to speak of is the supervision of the children after they are placed in homes. I agree thoroughly with Mr. Smith in his paper; he visits the home after the child

is placed, but that isn't done everywhere, and many of the children suffer considerable hardship; and while the home may be all right at the time the child is placed, changes often take place in the home, persons come in that are not desirable, and in that way the home is changed. I believe there should be some independent supervision over these children placed in homes. For other causes, places are properly visited by the supervisors, board of health, board of education, fire department, etc., but for children placed in families we haven't the same supervision; that is the case throughout the State, with few exceptions. It is very important there should be some supervising body to visit these homes, keep a record of them. You can see how difficult it is for superintendents of the poor to keep track of these children; but it isn't to be expected he should go looking after these children who are put in homes by another. It is always best to place the children when they are young when they can be placed. I do not believe in placing out the children of good parents, who are only temporarily destitute, because the children may get back to their own homes in a little while, and if properly trained they themselves will help their aged parents later on. But the children who have no parents or who have vicious parents, they should be placed at an early age, when they are not wanted for work in the family. I urge a supervising agency for placing these children in homes. Efforts have been made by the State board to do this work, but they haven't got the aid to do it.

Mrs. J. E. House, of Erie county:—It was designed by some member of the committee on topics that a report of the association follow this paper—wouldn't it be best to have that? That is right along in line, and we can touch upon the remarks just made by the last speaker.

President Redmond:—Miss Guy, who was to discuss this, came up here and said she was not prepared. Anything further to be said on this paper?

Mr. Kirkpatrick:—I think that Father Kinkead's idea is right. He speaks right to the point when he says that the superintendents of the poor are not likely to look after their predecessor's placing out, and so follow along in line. I have had just such a number of cases. I had a young lady apply to find out where her brother was placed in 1890. In those days our institution was not kept as properly as at the present time and there were no means of finding out where the child was placed, as the superintendent who

had placed the child had died. After a time I finally found out where the child was, and there was a reunion of brother and sister after a lapse of twelve years. I think this convention should do all in its power, either by a resolution or by their committee on legislation, to have a supervising element of some nature, throughout the State, to look after the children who are placed out by the superintendents of the poor or overseers of the poor.

Mr. Trott, of New York:—In regard to the care of the children after they are placed, I would say this of the superintendents, that they do not do it. As an illustration, seven years ago I received at our society, twenty-eight children from the superintendent in a county in another part of the State, and there were no records whatever of the children in regard to name, age or anything of the kind, only that the children were being boarded out, and they found the names of the children when the bills for board were presented by the parties who were boarding the children. There have been no records whatever by our superintendents of the poor. That, of course, was the reason for the neglect of duty. That shows the necessity of supervision. I think it would be a very difficult thing for the superintendents of the poor to do that, because how is the money to be raised for doing it? It is very expensive work; therefore, I think it would be a great deal better for the societies who are engaged in placing the children to make that a very special point in regard to caring for the children. I have just returned myself from a trip of six weeks visiting the children placed by our society in New York State; and within a year, I think I can truly say, I have visited every child placed in a home in New York State. It has been very expensive. I have full power to remove children if my judgment warrants me doing it; and I did within the last few weeks remove two children from their homes, although they had been there two or three years. The reason I removed one was because the farmer he was placed with, although a trustee of the district school in which he was located, and ought to have known the law, had sent the little fellow to school only seventy days out of the 139 required. I went to the school and looked over the records to satisfy myself; and I went and removed the child on that account. The other case, the woman had died, and there were none but father and son. This is a very important work, and as far as the Children's Aid Society is concerned, they are doing the very best they possibly can to look after the children and pay all the attention required in their behalf.

Mrs. House:—I do not want Erie county implicated in this talk about lack of supervision for children, because we have poor agents in our county and we do not place a child in a home until the home is professionally visited; and we are very thorough about finding out about the people. We intend they shall be good, moral people at least. And after the children are placed, we visit them. We also have our homes visited by an inspector of the State Board of Charities, so we think we have been pretty thoroughly supervised as well as being thorough in our supervision. If you blame any superintendent of the poor in regard to this, please do not include Mr. Long, of Erie.

Father Kinkead:—I do not want to leave the impression that I refer to your superintendents of the poor. It refers to all. We have over 1,200 children. We have beside that a number of agencies exclusive of that work. They all supervise their own work. I claim there ought to be an independent official body to supervise that work. It is probably impossible for the State board to visit all these homes, but at least the State board ought to require of all the persons doing that work, whether public or private officials, that they file every year with the State board a record of the visiting made to every child placed in a family. The State Board of Charities has for every child charged upon the public, a history recorded the moment the child becomes a public child; that is filed in the office of the State board. As soon as the child is placed out, discharged from the institution there is a discharge record; that is as far as the State board goes in recording that child. It has often turned out, time and time again, after a number of years we wish to find some child placed out—it may be that that child has an inheritance, and you cannot find that child; it has drifted about from one family to another, and you cannot find it. I claim it would be a splendid thing if every society, every official, every private agent placing children in families, would file annually a report of the visit made with the State Board of Charities, so that a record may be kept up until the child is old enough to claim its own rights; and then you will know where you can find such a record.

Gentleman from Westchester county:—When you strike the question of children, that is a question which interests me very much, because if there is anything on the face of all God's earth that I love, it is a child. My grandfather had fourteen children

to look after, and not one of them drifted into the world, and nobody to look after them or make reports that we have heard about; and one of those children left a quarter of million dollars made by his own hand. I tell you, put the children up against the world and it is the best institution there is on earth. I have been at the homes and they are as spotless and clean as the driven snow, but there is one thing I object to, when the children came up to the table, strong man as I was, I could not help the tears starting from my eyes, to see them waiting for the tap of the bell. When my little girl comes up to the table, she says "give me pie." If she wants to begin at pie, she is perfectly welcome to; if she wants to begin at the potato end of it, she is perfectly welcome.

I tell you twenty-five years ago in Westchester county when there was no home, we had twenty-five children in the poor house, that is all; and if they tell me there is any home in Westchester county that clothed them better than we did, I deny it. If there is any institution that educated them better, I deny it. We have to-day 557 children in Westchester county that were gathered up by the Home at an expense of \$60,000. That is what we pay to the Homes in Westchester county. But understand, I do not say that because I begrudge the \$60,000. If we can do anything for a child, our money is just as liberal as anybody's. For God's sake, give the children a chance; don't let them stand at the tap of a bell.

Mr. Lodge, of Monroe:—Nevertheless, I maintain that when the helpless and orphan children are put into our hands, we should be able to give an account of our stewardship, and we should be able to say what we have done with them. We think, in Monroe county, we have solved that problem, by having an incorporated Children's Aid Society, and a complete record from which every one can locate their child in the county, which is placed in the Home. With our system of agents for visiting as they do all these homes at least twice a year, with the books to show just what has been done with them, the superintendent of the poor is released from the embarrassment to say ten years after a child is placed out, to a sister, that they have no idea where the child is placed.

Hon. Carll S. Burr, Jr., of Commack, N. Y., read the following paper:

THE LEGISLATOR AND PUBLIC CHARITIES.

The theme assigned me is the Legislator and Public Charities, by which I assume is meant not only the man and the thing, but the relations existing between them.

First: Permit me to sketch briefly the ideal legislator. First: He should be a broad-gauge man, one whose sympathies and aspirations are all for the public good; a man of liberal views, able to consider a question on all sides and from different points of view; a man of strong convictions, but open to argument, whose prejudices are perfectly subject to his will, for dire mischief has been wrought ere this by the inability of a perfectly honest man through sheer obstinacy to recede from a position once taken, though shown to be untenable. A man of honor and integrity, of course not to be corrupted by the insidious approaches or the many powerful influences which are sometimes brought to bear to induce him to make a compromise with principle. That he will possess all the homely virtues; that he is genial, generous, hospitable and sympathetic, thus having a mind receptive to those influences that constitute true manhood. He should be an educated man—not necessarily a graduate of college or university, but a man of general intelligence, one who knows how and when to inform himself on any subject that may come before the public. Above all things, he should be a practical man, possessing that native “horse sense” without which the most brilliant legislator is like a ship without ballast, like a twenty-story sky scraper on a sand foundation.

Charity: St. Paul, in his famous dissertation, characterizes it as the greatest of all things. The word has several meanings in our English tongue, although common usage has largely restricted it to one—almsgiving. Love, benevolence, good will, was its original meaning. Then it came to denote liberality to the poor, whether in alms or by personal service. It means also candor, liberality in judging men and their actions or motives. We shall consider it to-day only in its narrowest sense, as organized public charity, crystallized in institutions, supported by moneys appropriated by the Legislature and raised by taxation.

One of the strongest indications of greatness and advanced civilization in a State is the care it takes for the support and well being of its unfortunate poor—the defective and dependent classes as the census terms them, because a law enacted by the legislature

gives expression to and reflects the real heart of the people. Foremost among the states in this work stands our own great commonwealth. No better evidence of this is to be found than in the wide distribution of charities throughout her borders. Very few of her citizens realize the enormous extent of her ministrations in this respect.

The State Board of Charities at Albany reports for the year 1902 that the aggregate value of the property of charitable institutions subject to its inspection reached the enormous sum of \$72,035,067. The total amount expended yearly in maintaining them was \$17,067,072. Of this amount the public furnished \$9,127,794, which sum was raised by taxation.

In the above are included the fifteen State institutions with their 6,656 inmates who require an annual appropriation of \$1,472,754, by the legislature for their maintenance. These institutions have already cost the taxpayers for land and buildings \$7,077,573.

Beside these we have 13,146 inmates in the various city and county almshouses in the State, the cost for their maintenance being \$2,471,274.

In the State of New York the value of the property invested in homes for children amounts to \$21,652,607. These institutions are mostly private but the people raise by taxation for their support the large sum of \$2,849,339.

Again the value of the hospital property of this State subject to the inspection of the State Board of Charities is \$22,738,432, and it costs over \$5,800,000 yearly to properly maintain the hospitals, \$1,696,323 of this amount being public money voted by the various legislative bodies. We spend over \$100,000 a year maintaining reformatories for women.

If we add to this the amount spent each year on insane asylums which amounts to about \$3,920,000, we have a grand total of over \$21,099,000 spent every year in public charity. This is a remarkable showing and does not include the expenditures of the hundreds of private institutions not subject to the board's visitation which are supported by private charity.

A member of the legislature, while willing and anxious to have the different appropriations for charity become a law, must exercise all vigilance as to the amounts asked for, as there is a tendency in some quarters to be extravagant. There is also a tendency to a multiplication of officers, which in some instances is un-

necessary, although in this particular line great care should be exercised lest the service be impaired. Another tendency which a legislator meets is the desire for expensive new buildings, which in my judgment should be homelike and comfortable, and on the line of the improvements that have recently been made under the wise and efficient administration of Governor B. B. Odell, Jr.

It is a great problem, my friends, the care of the unfortunate, and we need all the resources of wisdom and statesmanship to solve it.

An unfortunate feature of modern methods of charity is that the recipient renders practically nothing in return for the benefits received, and, after the sting of being thought a beggar has been blunted, the spirit of independence, existing in every human being at first, becomes deadened, and is succeeded by discouragement, loss of self respect, and an apathy which reduces the mind to a condition of accepted pauperism. Undoubtedly there should be a material correction of that feature in the administration of public charity. Let the issue be made boldly and let it generally be understood that no person, male or female, whose state of health will permit, would be provided for under the public charities system, except upon the basis of return in labor or services of some kind, of course excepting those afflicted by incurable disease.

Furthermore, let it be equally well understood that begging or indulgence in voluntary idleness, which creates distress in families or individuals, disgraceful to the country, will no longer be tolerated.

On the other hand let it be so forcibly stated that the public charities have work for all the unavoidably unemployed women as well as men, and that all such must apply at the offices of the charities for work, the performance of which will be payment for their food, shelter and raiment until labor for money compensation comes to or may be found for them.

Work being rendered as an offset to the expense of support would leave the laborer unable for the time being to procure remunerative occupation on his own account, but could not from any intelligent view be considered as commitment to the workhouse, though that might be the status in the department to which wilfully idle beggars should be consigned.

The true principle of such a system must be regarded as purely industrial, for the operation of which there should be created

establishments where would be found work ever at hand. All the trades should be embraced, not to produce articles in competition with manufacturers, but only for utilization in the work of the charities and to maintain the handicraft of artisans, as for instance, to provide supplies for beneficiaries of the Charities incapacitated for labor through any cause, either in cities or country.

The soil and agriculture ought also to be brought into line in the work of public charities.

The returns of agriculture approach the nearest to something obtained from nothing of any man's undertaking. Given the land and seed, and the matured crop acquired therefrom is the outcome of labor alone. The work of each able bodied person can be made, with a little inspection from some practical farmer, to produce from the soil in the course of the growing season subsistence for several persons. There are still large areas of cheap lands procurable even in our Empire State, which, if taken up and so employed, could be made to produce the subsistence required for all the nonself-supporting members of the State's population. Each county, therefore, should possess its respective county farm, which should be ample in area, in anticipation of the population's increase. The farms, in addition to possessing sufficient arable acreage for present needs, might also include rough unimproved land to be gradually brought under cultivation by the people for whom the counties are obliged to provide. Removing wood growth, digging out tree stumps, clearing away stones, and all labor necessary to convert forests into farms can be done, under inexpensive supervision, by any person possessed of health and moderate strength, and when once accomplished remains serviceable for all time. Perhaps few of the workers would remain to realize directly the results of their labor, but its benefits would constitute a heritage for their successors.

This recommendation is not of something experimental, because there is much work of that character already carried on in many counties of the State. Take the case of the poor at Yaphank, in this township, only seven miles distant from where this convention is assembled; there is situated the farm and institution for the care of the unfortunate poor of Suffolk county, which was made, many years ago, under the administration of the then superintendent, self-supporting in the matter of subsistence as it still remains. Equally good, if not better results, might justly be ex-

pected from the labor of persons in the full possession of their faculties.

It is perhaps probable that, in order to effectively carry out the industrial care of nonself-supporting members of the State's population, some authorizing and authoritative legislation may be necessary of enactment. The system must be made mandatory and enforceable under the law to give value to its operation. Clearly intelligible information must be given of the location of the offices in the cities at which voluntary application may be made for transportation to the workshops or farms by those out of work and needing assistance, and direction given to the police to notify beggars that they must apply to them under penalty of arrest and consignment to the vagrant department if detected in begging a second time.

Voluntary application for support and work would reflect no discredit or belittlement on the applicants, because they would pay in work for the care received.

The enforcement of work from the vagrant class would have to be through curtailment of rations, or of comforts of whatever nature they were allowed to those who rendered cheerful compliance with rules and requirements.

The two classes should be kept separate under distinct departments, buildings and equipment, in order to preserve dignity to the willing worker.

It is certain that after the system should be put in successful operation the industrial farms and other establishments would constitute the most satisfactory of labor exchange, because the qualities and capabilities of the employees, for such they would justly be, could be authoritatively attested.

This country is large enough, fertile enough, and its well-to-do people generous enough, to prevent any human being in the country from suffering through need of food, shelter, or any of the necessary comforts of life, and it only remains for the intelligence of the authorities and the officials appointed for that purpose to so organize such natural resources that the outcome will represent charity in its true and most exalted effectiveness.

Mr. Kerr read a letter from Mr. E. Fellows Jenkins, secretary of Society for the Prevention of Cruelty to Children, New York, who was to discuss Mr. Burr's paper, of his inability to be present at the convention :

Mr. Weisz:—I wish to offer the following resolution, and with your permission will read it:

Resolved, That a special committee of seven be appointed with power to consider the advisability of holding a national convention of county and municipal poor officials, having for its purpose the restriction of the present evils of immigration.

Motion to adopt it seconded. Carried.

Mr. Weisz:—I wish to state that I will ask the convention president, Mr. Patrick Redmond, to act as one of that committee. I put the question as a motion. Motion seconded. Carried.

SPECIAL COMMITTEE.

Charles E. Weisz,
J. W. Ives,
D. W. Hitchcock,

E. B. Nichols,
Henry D. Kerr,
Patrick Redmond,
John J. Kirkpatrick.

The convention then listened to Hon. Frederick Howard, of Erie county, who read the following paper:

HOW TO DEAL WITH CASES OF DESERTION.

There are two phases of this question that appear to my mind, one may be called the legal, or what provision has New York State made for compelling the offender to perform the obligations to his family which the State and society have decreed to be reasonable and just, and the other is the charitable, that is, in what way and to what extent can assistance be rendered to the victims of this crime against society and friendly intervention used to bring about a better condition of things.

New York State has numerous laws on the subject.

Section 287 of the penal code: "Abandonment of child under fourteen years. A parent or other person having the care or custody for nurture or education of a child under the age of fourteen years who deserts the child in any place with intent wholly to abandon it, is punishable by imprisonment for not more than seven years."

Section 288: "A person who wilfully omits without lawful excuse to perform a duty by law imposed upon him to furnish food, clothing, shelter or medical attendance to a minor or to make such payment toward its maintenance as may have been required

by the order of a court or magistrate when such minor has been committed to an institution, is guilty of a misdemeanor."

Section 899 of the criminal code defines as disorderly persons:

1. Persons who actually abandon their wives or children without adequate support or leave them in danger of becoming a burden upon the public or who neglect to provide for them according to their means.
2. Persons who threaten to run away and leave their wives or children a burden upon the public.

The only provision for enforcing the support of wife or children under this section is that the magistrate may require the disorderly person to give security that he will support his wife and children and for failure to give the security he must be committed to jail not exceeding six months.

The question before us is how to deal with these cases. I think the superintendents of the poor or overseers of the poor should make it their business to follow up these cases sharply and prosecute the bondsmen as provided in the subsequent sections of the criminal code and the sums collected paid into the county or city treasury as the case may be, or applied to the support of the wife and children.

There is another provision known as chapter 304 of the laws of 1878 providing for the seizure of the property of an absconding father or the mother, she being a widow, by the superintendent of the poor, such seizure is then confirmed by the court of sessions of the county and directions made as to what portion of the sale of the property and of the rents and profits of the real estate shall be applied toward maintenance of the children or wife, but this seems to be a cumbersome proceeding and I never heard of its being applied. The difficulty with such a provision being effectual to relieve the city or county strikes me, is, that seldom, if ever, does an absconder leave any property, either real or personal, capable of seizure, at least I have never heard of a case.

Some more drastic measures must be applied.

Of course all sorts of excuses can and will be made as has been shown by investigations made by those who have made a study of this subject, and public officials will be compelled to use a great deal of tact, patience and good judgment in each individual case in order to obtain any results other than the confinement of the guilty party in jail, the net result of which is simply to add one more to

the public expense without improving the condition of those dependent upon him.

It does seem, however, that the laws should be amended making this crime against society punishable by fine or imprisonment, or both, in the discretion of the court and allow the party to go on suspended sentence as long as the security is provided and the conditions imposed by the trial court complied with.

After an exhaustive consideration of this subject by a special committee of the Philadelphia Society for Organizing Charity an act was prepared and submitted to the legislature of the commonwealth of Pennsylvania, making it a felony for a husband or father to desert and neglect to support his wife or children, prescribing a penalty of imprisonment for one year and a fine of one hundred dollars or either or both in the discretion of the court, such fine to be paid or applied in whole or in part to the wife or children as the court may direct, and making the wife a competent witness in such cases, providing for suspension of sentence during compliance with the order of the court for support.

That act was passed with the substitution of the word *misdemeanor* for *felony*—the punishment remaining the same.

I do not wish to weary you with statistics but recently two reports have been made in this country which have attracted more than ordinary attention.

One by Zilpha D. Smith, secretary of the Associated Charities of Boston on "Deserted Wives and Deserting Husbands," a study of 234 families.

The other, the report of the special committee of the board of directors of the Philadelphia Society for Organizing Charity; which gives the law as it existed in Pennsylvania, which is practically the same in New York, and a collation of the laws of the different States in the Union on the subject, and then gives a copy of the law prepared by the committee, making desertion of wife and children a felony which as I have said, was passed with the substitution of the word "*misdemeanor*" for *felony*.

In 1900, an application for a requisition for a man charged with wife desertion was refused by Governor Stone, the opinion saying: "I recognize the fact that there are frequently cases of desertion of such an aggravated character as would seem to render proper the exercise of any power for their punishment which may be vested in the State but I am apprehensive that a careful examination of the subject will convince you that there

is no power in the governor to issue a requisition for this offense. Wife desertion in this State (Penn.) is not a crime. The offense is not indictable and properly speaking not punishable." This is practically the condition that exists in New York State to-day.

A great deal of thought has been given to this subject during the past two or three years; as a result in this State an all-day conference was held in New York, April 29th of last year. A committee was appointed consisting of Mary E. Richmond of Philadelphia, W. H. Allen and Paul U. Kellogg of New York, to introduce at the national conference at Atlanta, a set of resolutions calling upon the governors of different States to aid in bringing criminal deserters to justice. Such resolutions were presented as follows:—

"Whereas: The desertion of wife and children by the legal head of the family with deliberate purpose of evading their support has become a serious evil in the United States, entailing not only a great burden upon public and private relief funds, but causing untold suffering to sick women and neglected children, and seriously impairing public health and morals.

"Whereas: Detailed investigations in several States have shown that, of all families under care of private charitable associations, no less than one in ten owe their destitution to this cause; and that the laws in twenty States for the punishment of desertion of a family in destitute circumstances are without effectual sanction, because deserters know that they have only to step over the State line to secure immunity.

"Whereas: The National Conference of Charities and Correction believes that the application of extradition to this class of family deserters will prove the most effective remedy and deterrent. Therefore be it

"Resolved, That the N. C. of C. and C. petition the governors of the different States of the United States to coöperate in checking this growing evil by exercising their power of extradition (technically known as interstate rendition) by issuing requests for the return of fugitive deserters whose families are dependent as well as by honoring requisitions from other States."

Another committee was appointed to draft a bill for presentation to the legislature, of which Mr. Frank E. Wade of Buffalo was chairman.

A proposed bill was introduced but did not become a law. The consensus of opinion among charity workers at this conference seemed to be that laws should be passed making desertion of wife and children a felony and thereby an extraditable offense. I am informed such a law has been passed in Michigan.

As to the laws in other States, I am indebted to the committee of the Philadelphia Society for the information contained in their valuable report upon the subject classified as follows:—

- 1.—Those in which there is no law—only 2.
- 2.—Those where the only remedy for the wife is an application for divorce—16.
- 3.—Those in which the law is similar to our present Pennsylvania law—i. e., where the court may make an order against the husband to pay a certain sum for support of his family—10.
- 4.—Those where desertion and nonsupport of family constitute either a misdemeanor or a felony—that is, a crime. In 18 states a misdemeanor. In 2 states a felony.

Under the provisions of the military code desertion is considered a serious offense; the deserter when captured anywhere in the United States is turned over to the nearest military post and severely punished; in time of war the penalty is death. Why should not a man who takes a solemn obligation to his family, society and the State be held to the duties which that obligation imposes with the firm hand of the law? Any serious crime against property or the person, constituting a felony being committed, the guilty person can be brought into the State and compelled to face a trial. How many stronger reasons and more important considerations can be urged to bring such moral delinquents to justice.

How to deal with people who become public charges so as to improve their condition and be of any lasting benefit to the community should be the ultimate aim of all public as well as private charity and this brings us to the second phase of the subject.

There are undoubtedly cases where the wife and children are better off without the so-called head of the family. Mrs. Wiggs discovered what to do with undesirable husbands and solved the problem for her friend and neighbor, when the husband whom she had recently married came home drunk. She says, "We'll lose him," and Mr. Stubbins was placed in an empty freight car and

shipped away, but we cannot always lose them, and must try and find some practical and satisfactory method of dealing with such men as we find them in society.

There are three obligations every citizen owes to the community in which he lives which should be held sacred when he takes the solemn obligation of family life which nothing but death, mental or physical incapacity should release him from faithfully performing. First, to his family, which by every tie of love and affection he is bound to maintain and protect. Second, to society, because the unit of society is the family and the husband and father is recognized by divine law and the experience and custom of ages as the head of the family. Third, to the State, by civil law and duty, he is required to support the family so it may not become a public charge.

Cases of desertion in Erie county during the year 1903 were as follows: Children, male 148, female 79 (227); wives, 63; total, 290.

Total number of persons receiving public aid 12,673.

A doctor recently told me he had had three cases in his experience where the husband would abandon his family at the critical time and remain away for a few months; after the mother recovered from each case of confinement, the brute would return; thus the incident was repeated time and again. This is but a type of the deserting husband, given in the reports referred to. Two cases of desertion have come to my notice in the daily press of the past week. So if as estimated ten per cent. of all the families becoming public or private charges are attributable to desertion, the subject should receive our careful consideration.

At first every effort should be made to bring about a reconciliation of the husband and wife by friendly intervention and advice on the part of the officials and if possible enlist the services of relatives or friends. Right in this connection, the principle of reform applied with such good results in the administration of the criminal law could be used and the man allowed to go on suspended sentence as long as he furnished the security provided by law and complies with the order of the court. This could be accomplished in but few cases but the man would be obliged to support his family or go to jail. There is an old saying, "No rogue e'er felt the halter draw with good opinion of the law," so while you might be able to reform some, with others of the hardened

and reckless type not even the sight of prison bars would appeal to them. In the meantime aid should be given the wife and mother by furnishing her with employment in the home if possible, because it is desirable to keep the home together, humble though it may be. In the case of small children, many times the children must be placed in an asylum in order to give the wife an opportunity to support herself. I notice that another method of relief recommended is to help the woman to secure a legal separation, not divorce. In my judgment the results of this kind of an action are very unsatisfactory and often result in tragedies worse than the breaking up of the home. Absolute divorce is the remedy that should be applied. This question will be nearer a solution when abandonment and nonsupport for five years is made a ground for absolute divorce in this State as it is in nearly every other State in the Union. Uniform divorce laws in the United States, which is so much desired, can never be accomplished until this is done. I contend that wilful desertion is a proper cause for absolute divorce. A man, or woman for that matter, who has deserted the family and remained away for five years without in any way contributing to the support has broken every solemn obligation into which he entered and forfeited every right to consideration. Release from the bondage of marriage to a reprobate for life would be the greatest relief and encouragement to many a woman who has been wilfully deserted and as she thinks, her future life wrecked, she at least would have a chance to gain her self-respect and many times an opportunity to marry again. Although Mrs. Wiggs said, "Beware of widowers, grass or sod," my observation is that widows or divorced women have remarkably good luck in getting another husband.

In conclusion, therefore, let me urge that the laws of the State be amended, making desertion of wife and children an extraditable offense. It can then be more effectually applied and the man who flees from the State to avoid the family ties can then be brought back to face the penalty of his wrong doing. If men are so selfish and devoid of all responsibility to those rightfully dependent upon them and of their duty to the State, the strong arm of the law should reach out after them and bring them to a realizing sense of their responsibility to society, and for those who have been robbed of the happiness of home life. I bespeak the aid, human sympathy and advice which I know all engaged in charitable work either public or private are so willing to give.

Never allow these unfortunate individuals who are more sinned against than sinning to be cast out upon a cold, heartless world to battle with the vicissitudes of life unaided and alone, the women perhaps in despair driven to a life of shame, and the children waifs to be cared for by charity or in orphan asylums at public expense.

You should extend to them such timely aid as in your good judgment the necessities of the case require and throw around them the arms of human sympathy and love, which is the greatest thing in the world.

Motion made to adjourn until to-morrow morning.

Mr. Carstens, Assistant Secretary Charity Organization Society, New York:—I am in an anomalous position—I am not even a delegate—my name has been suggested as one who is to discuss the paper which has just been presented. I can not be with you to-morrow morning. My remarks are not worth much, and I should be very glad to be excused. But I merely state that that would be my excuse for not appearing on the program in the morning.

President Redmond:—We will hear Mr. Carstens' discussion now.

Mr. Carstens:—It is perhaps an imposition to keep you any longer this morning, but my remarks will be short. I happened to be in the position of one who was intimately associated with that campaign in Philadelphia. I was at that time Assistant Secretary for the Philadelphia Charity Organization Society; by no means an important figure in the campaign, but I knew pretty definitely the steps that were taken and the work that was being done in order to place that law upon the statute books.

The question of making a desertion a felony or a misdemeanor, it seems to me, is fundamental. In the State of New York at the present, desertion is not a crime any more than it was in Pennsylvania. In Pennsylvania it is not a crime, it is considered a misdemeanor. Up to this time I believe no case of desertion has yet been brought before the Governor in such a way that a requisition has been asked of him to bring a man from some other state back to the State of Pennsylvania. The societies that are particularly interested (because I think it is very apt to be the private societies that give relief that are apt to be particularly interested, on account of the expenditure of the

money, etc.) these societies are watching eagerly for the appearance of some good cases. I use the word "cases" as you do, probably, you know of the personality about it—but they are anxious to get together a few cases which will present typical situations, and then carry them to the Governor with the hope that because the law makes it a misdemeanor, he can not neglect to furnish the requisition to bring a man back. It is a question, however, whether the precedent which exists, I believe, in our executive mansions, that misdemeanors shall not call for requisitions, will not also have weight here. It is for that reason, as I understand it, that it is the hope that desertion may be made a felony, in order that the Governor's mind may not revert to that precedent and allow the requisition to go by the board; for a felony naturally falls upon the Governor for more vigorous action.

There are a good many different explanations for desertion—I will not go into that particularly; but this is true, that the increase of desertion is undoubtedly connected pretty intimately with the conditions of marked society. If you are familiar with Philadelphia—because the speaker before me referred to it repeatedly—you know the class of the industrial; it is there that desertion is most prevalent. The reason is given as follows: A young girl who becomes the wife, early went into the factory; learned no particular domestic habits; did not learn to keep house in any particular way that would appeal to her husband; as soon as any family troubles arise, he goes out, and she goes back to the factory. In other words, the industrial life seems to make desertion more prevalent in that particular part of that community. A gentleman out west lays it all to the fact of cooking. I would like to mention a few types of deserters that may be interesting to study—the Philadelphia Society has made a large report of this. There is first the accidental deserter, who, on account of a fit of temper makes up his mind he will look out for himself, and charity will take care of the rest. Then there is the deserter who has been mentioned by Mr. Howard, who goes at the critical time, just when things in family affairs are at their worst, when charity organizations and neighbors come together and keep the family. I know circumstances where a man deserted his wife and two beautiful children—had embezzled \$500 and went off to Kentucky, and there married a second wife, a bigamist; and got into trouble and came back to New York and married a third time.

As Mr. Howard has said, I feel that for a deserter the law should be so effective, that he will be brought back; that the penalty should be made so severe, that he will fear it.

Mr. Long, Westchester:—It seems to me that the gentleman who read the paper, and the one who discussed it, are wrong in their conclusions as to the law. They both assert that it is not a crime to desert a family. The laws of the State of New York distinctly state that it is a crime. Of course it isn't a felony; it is a crime. Some years ago I was a magistrate and I had a number of husbands arrested for nonsupport and committed them to jail—held them in bonds to do it. It should be a felony, but it is a crime and is punishable by the laws of our State.

Mr. Carstens:—Am I not right in asserting that it is a crime not to conform with the requirements that you have laid upon him? You will endeavor to collect the money which you say he shall pay, and you are able to put him in prison because he will not conform with the requirements you made. It is hardly called a crime.

Mr. Long:—What is the difference?

Mr. Carstens:—The difference is this, that it depends entirely upon the efforts of the magistrate to lay the burden upon him and to keep the magistrate in line.

Mr. Long:—Isn't it a violation of the law for a man to desert his family and not support it?

Mr. Carstens:—Only as the question comes up again and again for nonsupport; it is not a question of desertion; it is merely a question of nonsupport and the act of desertion is a perfectly legitimate thing to do under the standpoint of law.

President Redmond:—It has been suggested that we adjourn until to-morrow morning at 8:30.

Motion made, seconded and carried.

THURSDAY MORNING SESSION.

Convention called to order at 9 o'clock by President Redmond, who called upon Mr. Frank J. Lattimore, superintendent of Board of Charities, Auburn, N. Y., to read the following paper:

THE GRANTING OF OUTDOOR RELIEF.

Whenever a well-meaning person locates in a town for the purpose of obtaining an honest livelihood, he advances its progress by increasing its population; and if, through no fault of his own, he meets with misfortune and becomes improverished, that town is not only legally bound to help him, but it is morally bound to prepare itself for such emergency by adopting the most humane and improved methods of relief. It is impossible to perfect a system which will entirely banish or prevent poverty. There will always be sin and its consequences in the world. Mankind will remain liable to accident and disease, people will continue to become enfeebled and grow old, and consequently the poor will always be with us. But earnest and intelligent co-operation of all agencies responsible for the care of the poor or interested in their welfare will determine the most efficient methods for relieving destitution and reducing poverty to the minimum, and that is why, notwithstanding the numerous papers which have been prepared on the subject of outdoor relief, each annual convention demands still another, in the hope that its discussion may possibly bring forth some new idea or business-like suggestion.

In the charity department of all towns, records and accounts are kept and annual statements are issued to show the taxpayer what portion of his taxes has been expended for the care of the poor. Naturally every superintendent or overseer is anxious to have his annual expense as low as possible, but the man who is simply trying to excel last year's showing in dollars and cents, regardless of conditions or requirements, will not only destroy his usefulness in office by forfeiting the sympathy and confidence of the poor, but he will also find such a policy to be unpopular with the taxpayer. If your constituents expected you to find destitution always decreasing they would soon abolish your office. On the contrary, they know that the tide of fortune ebbs and flows. They are willing to provide for the poor; they wish you to do unto each of them as they would be done by if they were poor, and they will gladly assist you in the work if they receive assurance from you that such assistance is welcome. But someone will say, do you expect people to bother themselves with such disagreeable business? Do you expect them to do for nothing what they are paying you a salary to do? I answer, yes, they

are doing it now. In every community it is considered the highest form of Christianity. Students at Harvard, Columbia and Chicago universities are concerning themselves in social courses. In the large cities the evening schools of philanthropy are well attended by enthusiastic volunteers. Churches, aid societies, placing-out agencies, clubs and private workers are everywhere performing work which is a direct help and saving to public charity and it is therefore incumbent upon every superintendent and overseer to work in close harmony with all co-workers in his community. While they may at times apparently increase expense by discovering destitution, they also discover employment and other practical relief, and in the end such assistance will prove far more profitable and satisfactory than depending alone upon your own individual efforts.

Investigation continues to be the most important primary feature of relief. An application record should be kept of persons applying for assistance. They should be required to give a sworn statement of their residence, circumstances and necessities, thus making it possible to judge each case on its merits and to distinguish between town and county poor. Some cases will demand instant relief, while others can wait until they have been looked into, but it is necessary to verify the facts in every case. To illustrate: I have in mind one particular application from an apparently afflicted young man of family, who requested that his condition be kept quiet, fearing that the publicity of investigation might injure him in the good opinion of his neighbors. Without intending to arouse the neighborhood I went directly to his home and was convinced by his family that his story was entirely false and that no help was desired or needed. The honest poor have nothing to lose by investigation, and if your methods are thorough, impostors will quickly discover the fact and pass the word along to give you a wide berth.

When sickness overtakes the poor the superintendent has a serious problem to contend with, and the question occurs, What preparatory arrangement can be made for promptly supplying them with doctors and medicine? In Auburn we have three city physicians who live in different parts of the city and receive an annual salary of \$150 each. They are subject to an order from the superintendent of charities to make calls, regardless of the hour, place or nature of the disease. They are supplied with requisition books for ordering medicine direct from drug-

gists. All applications for city hospital commitments are referred to them for an examination, and whenever it is possible medicine is furnished by them to the poor at a nominal cost to the city. The deep interest taken by the city physicians in their work has made the system almost indispensable. During the year ending May 1st, 1904, they made 597 calls and had 126 office visits, besides furnishing surgical dressing and a great deal of medicine at a saving of twenty per cent. under drug store prices. Notwithstanding the many chronic diseases prevalent among poor old men and women, I have never known a case to be neglected, while I have assigned several which would not be accepted as private cases. I believe that without some such method sick people without means would be liable to be neglected and forgotten.

The usual method of dispensing outdoor relief is by means of the order system; that is, by issuing orders on storekeepers which are redeemable in cash when presented by them for credit at certain specified times. There is a right and a wrong way of drawing orders. One compels the beneficiary to trade where the superintendent directs, while the other is to issue orders negotiable anywhere. One makes abuses possible, the other makes them impossible. To issue an order for the sole benefit of a person in need and then deny him the advantage of an open market to trade in is the height of inconsistency. Nowadays every large business establishment has a purchasing agent known as the "buyer," whose business it is to buy goods for his firm wherever he finds the best market. Likewise every home, however humble, has a buyer, who tries to make the family income go as far as possible. This is especially true of families depending upon public relief for their support, and it is an unjust system which fails to place them in the same independent position. In Auburn the system of negotiable orders was adopted October 1st, 1903. Claims are audited quarterly. For the two quarters preceding the change of system the total number of claims presented was 187 against 189 for the two following quarters. The figures show that people prefer to trade at convenient stores in their own neighborhood, while they fully realize that the negotiable order makes them as independent as a cash customer. Prior to changing our order system and while considering the advisability of doing so the following experiment was made, which clearly shows one abuse possible under the favored store system. A

woman, receiving a weekly order of one dollar, complained that she was being overcharged at the store on which the order was drawn. She was sent to the same store again with instructions to keep a memorandum of prices. The following week we sent her to a different store with the same instructions. As a result the following memorandum was obtained, and a comparison of the two price lists will plainly point out the abuse referred to.

| | | | |
|------------------------------|--------|-----------------------------|--------|
| 1 1-2 lbs. butter at 25c,... | \$.38 | 1 1-2 lbs. butter at 22c... | \$.33 |
| 1 1-2 lbs. codfish at 10c, | .15 | 1 1-2 lbs. codfish at 10c. | .15 |
| 1 can tomatoes..... | .12 | 1 can tomatoes..... | .10 |
| 3 lbs. sugar | .17 | 3 lbs. sugar | .17 |
| 1 lb. lard..... | .14 | 1 lb. lard | .12 |
| 1 lemon | .04 | 1 lemon . | .04 |
| | <hr/> | | <hr/> |
| | \$1.00 | | \$.91 |

If any superintendent or overseer doubts the correctness of the negotiable order system let him put himself in the place of an applicant for relief, or ask himself which way he prefers to receive his own salary. It prevents orders from becoming spoils, it lifts his office out of politics, it appeals to justice and common sense, and after a trial of both systems I hold that there can be no good reason for continuing to draw orders on some particular store instead of making them pass current in all.

A regular weekly order is usually a grocery order containing a printed list of provisions and an agreement that no article or thing not specified in the list shall be furnished to the person in whose favor the order is drawn. We recently abolished this form of order because the list omitted such things as fruit, butter, eggs, fresh fish and many kinds of meats and vegetables, presumably because these are not necessities. Our new order prohibits nothing in the line of provisions except intoxicating liquors, tobacco and cash, but in order to prevent abuses it provides for the dealer stating the quantity and price of each article furnished. The fact should not be overlooked that apparent luxuries are sometimes actual necessities, and when an order for a certain amount has been granted to a person who is known to be deserving of relief, it should be issued without any absurd restrictions.

The most detested member of society is the able-bodied man who will not support his family or who leaves his children in

an orphan asylum as public charges. For him there is just one sure remedy,—obtain a warrant and have him committed to some penitentiary or jail where he must work. Of course, this necessitates the public supporting both him and his family, but as a lesson to others it is well to apply the law vigorously, regardless of expense. For ordinary cases in Auburn the sentence is “to furnish bonds or go to jail for six months.” In asylum cases the full amount of back board must be paid in addition to the usual terms. We never hesitate to prosecute a clear case, and await the introduction of hard labor in our county jail to practically exterminate this offense.

At the 1903 convention it was generally conceded that the question of properly providing for orphan children was paramount to all others, and inasmuch as the superintendent represents the town in every transaction of committing and recommitting a child, the subject is strictly in order here. When a town has only one person to look after its charity matters he has little time to keep track of children or find homes for them after they have been committed to an asylum, and unless there is some reminder for him he is liable to forget all about them until the asylum asks for a recommitment. We have adopted the quarterly commitment system. No child is committed for a longer term than three months, and then it is recommitted providing the same reason exists for doing so. If we find the circumstances of the parents have changed for the better and they are able to support the child, we force them to do so or proceed against them in court. We employ no traveling agents for placing children in homes, but good work has recently been done for us by the Placing-Out Bureau of New York City. Last March they sent Reverend Brother Barnabas to Auburn, a meeting was arranged with the newspaper reporters and the county and city superintendents of the poor, to whom he explained a plan of placing orphan children on farms throughout the State. As a result, within three months five children have been placed in Christian homes, where they will acquire that self-confidence and independence which it is impossible for an asylum to teach, and the town of Auburn has been saved the cost of maintaining them until they are capable of supporting themselves.

In conclusion it can be said that the work of a superintendent or overseer of the poor grows more important yearly. The time when any system was good enough has passed. Now the best is

only good enough until there is something better. The busy public have left the problems of charity for our good sense and judgment to solve. Let their correct solution be our ambition.

Discussion called for by Edward B. Long, Westchester county.

Mr. Long:—Strange though it may seem, I did not know that I was to open this discussion until a few moments ago, when I looked at the program. I say to you now that I am not at all prepared to discuss such a paper as has already been read. It was partly read when I entered the hall. The part I did hear was very pertinent, matters which are quite important to everybody; and the person who attempts to criticise that paper and discuss it should be prepared to do so, and I am not. The matter of outdoor relief—I say this off-hand—is of vital importance to the taxpayers. In every community, especially large communities in which I live, temporary relief—outdoor relief—if properly given and properly looked after if it is given, see that it goes to the right place, and it is properly given to the persons who are entitled to it, it will do much to stop pauperism, and the filling of our almshouses. I have been urging the overseer of the poor in our county to be very careful and where he can, to give temporary relief to bridge them over, and not send them to the almshouse or not commit children to institutions.

We find as it was discussed here, one of our supervisors said, we have 550 children in institutions. Now many of these children, if proper care had been taken by the overseers of the poor of the towns from which they were sent to the institutions, had given the family proper outdoor relief to bridge them over, and kept the families together, many of them would not be in the institutions to-day, and they would be far better off, in my judgment, in their homes. But the giving of temporary relief—the relief to be given to a person, if the person of necessity be of a shiftless, careless, indolent class of people—now there is the difficulty in giving an order to a family for provisions—they use but very little judgment in making their purchases; that really, in a very large number of cases, has brought them into want, because they have not used discretion in spending their own money, and they therefore will not be prudent in making purchases with money paid by the county. The difficulty is, we are too careless in our communities in selecting our overseers of the poor. It is not so with the commissioners of charities, because they usually are appointed. It seems to me that outdoor relief should

be in the hands of persons who will not be imposed upon or persuaded to do what they ought not to do; and if it is done properly, I am in favor of out-door relief. In fact, you cannot get along without it. There are times when disease takes hold of a family, or one member of the family who has been the one who brings in the money, and they must have temporary relief or be taken to the almshouse. If that can be done, it should be done, and it is right. Very often I have known in our town the money is not properly expended; that should be looked after; as the paper very correctly says, a tab should be kept on the grocery-man, and they should not be allowed to serve delicacies, etc., but the necessities of life, unless they are convinced that luxuries are needed.

Now I do not propose to take up the time, but I would like to make this suggestion just now; it seems to me that a paper like the one just read—and it was an excellent paper so far as I could judge—if a man is supposed to discuss that paper, he should certainly have that paper an hour or two before it is read, in order that he might take it up. There were a number of points I should like to have studied and talked about in that paper, either commendatory or otherwise, but they have gone out of my mind.

The president of the convention called upon Mr. Ralph Wisner, who read the following:

CARE OF INMATES IN THE ALMSHOUSE.

Those who love to delve in figures tell us that seventy-five per cent. of the occupants of our almshouses reach there through either the direct or indirect effect of intemperance. The remaining twenty-five per cent. relate various tales of a hard and unsympathetic world. Most all of them assure us that they were pauperized by others. Many come direct from abodes of squalor. The burden of years of accumulated evil habits is upon them. They are an aged, moody, pessimistic, discontented, grumbling humanity. Individual peculiarities abound.

Admitting the exceptions to the general class of inmates which we all encounter, several of whom I now recall as possessing characteristics as sweet and amiable as any I have ever seen—fragrant flowers amid the stubble—we must all admit the true condition of the main class of our inmates; we must know them as they are and treat them accordingly, to meet with highest success in “caring for the inmates in the almshouse.”

I will not attempt within the scope of this paper to touch all of the things—small in themselves—which should combine for the care of the poor in a manner which will do justice to those who must pay the expense and soothe the conscience of the keeper with the thought that full justice has been done the unfortunates.

What is an alms house?

Webster says that "it is a house appropriated for the use of the poor who are supported by the public." Perhaps if Webster had been pressed for further particulars, he being a wise man, would have added that an alms house should be supplied with a hospital, a laundry with modern equipment, a fully equipped kitchen, bath rooms and plenty of water, (the latter item would be vetoed by many of my boarders) modern heating and last but not least—plenty of trusty assistants.

With the question of proper equipment out of the way, and really preceding all, the matter of discipline is the most important factor in determining the success in the management of the alms house. In our dealing with the inmates we must tolerate no broken rules, or orders. We must be firm, fair, honest, truthful, open.

Weak discipline!

Mark it down as the power which demoralizes the success of the whole conduct of the alms house. Avoid weak discipline or all other efforts to procure satisfactory results will be barren. None but the sick should be exempt from the general rules of the almshouse.

Almost as important as discipline and equally as difficult to enforce at first, are rules of cleanliness. Inmates, as a class, don't like to bathe. We have all had experience with that class which plead this and that excuse to escape the initiatory bath and who really used diplomacy which if legitimately applied would forever keep them without the pale of the county house. Every person admitted to the alms house should go first to the bath tub. This rule should never be broken, except in cases of sickness, when the bath can be applied in another form. All should don clean clothes—another great trial for many. Old clothes should be steamed and cleaned and used again if available. Inmates who go away to stay over night should take anew the initiatory bath. A room should be provided for inmates' clothes and only the clothing in actual use be permitted in the dormitories.

All under clothing should be changed once a week—oftener when necessary.

Equally important is the character and fitness of the keeper of the institution. What must the successful warden of an alms house be? I think that there is some truth in the statement that the successful ones are born, not made. Must he not first of all understand human nature? The almshouse is not a reformatory; the submerged tenth; the broken thread of humanity drifts into the care of the alms house keeper to await the final summons after an unfortunate life. Is not the guardian of these human fragments responsible to a greater power than that which asks only to know how much is the expense? Our poor systems are far from perfect, but I can think of no system which can be made perfectly efficient by an inefficient administrator, while it is possible for our imperfect systems to develop much of merit in efficient hands.

The almshouse keeper must be a man of character; one whom the inmates will trust and have confidence in. He must have a kindly disposition—be able to see the bright side of life; not above associating with his charges; one who will listen to their troubles and sympathize with them. Inmates discover with surprising accuracy just what manner of man the keeper is and learn just what they are to expect of him. Absolute honesty with all patients at all times and under all circumstances is essential; he must maintain a quiet, kindly, but firm attitude and must be able to bring together on a happy intermediate ground the interests of the taxpayers and those of the inmates.

It is difficult to give too important a place to system in considering the things which go toward making a success of the care of the inmates in the almshouse. Regularity in all things—the hours of meals—the retiring and rising hours—certain duties for certain days—in short—system, system must be a watchword with the successful keeper.

You will pardon me, I hope, if I diverge from my subject at this point and conclude with a brief description of the Ontario county almshouse and the manner in which we try to conduct it. The county farm is three and one-half miles from Canandaigua, the county seat. It contains 212 acres. The county house building is an old one and not satisfactory to the inspectors, who never fail to remind us on their periodical visits that our building is out of date and quite inadequate. As I said previously, the new

arrival at the alms house is first introduced to the bath tub. The average new inmate is quite apt to set about reforming the institution, but we seldom find one who does not find his plan by some simple method correctly applied. We first try to interest them in the good name of the institution; to create in them a new and better impression of the county home than they were able to acquire on the outside. We give the new inmates, if able, something to do and compliment them if they do it well. Interest is thereby engendered and the majority of cases are under control after the first day. Remember that most inmates feel themselves degraded by coming to the almshouse and consider themselves of no further use on earth. In this depressing mental state they are not easily dealt with, and to restore to them some personal pride is indeed a task. We have tried many methods, but have found few inmates who could not be made more contented by frequently impressing them with the fact that they were still of use and proving it by giving them something to do for which they were fitted. I have known the spirits of depressed, silent, sordid inmates to be completely reversed by the occasional dropping of a simple word of recognition, or the placing in his or her hands some simple daily duty to perform.

Inmates, as far as able, should work. While I have never found one whom I could trust to take charge of a department, we have many who are faithful workers under a supervising head. Much of the work in the house, and some of the work on the farm, in the gardens, lawns, flowers, etc., is done by inmates, many of whom take great pride in their duties and jealously guard that which is placed in their care. One strong inducement to interest inmates in the success of the farm and gardens is the established rule that if the farm produces well we will live well. We buy no milk, butter, eggs, fruits or vegetables. We have them upon the tables in just such measures as they are produced.

I may be drawing a pretty fine classification line in making different classes of inmates, but we have and encourage class distinction among inmates. Those who manifest a desire to be neat do not have to room, eat or associate with those who are unclean in their habits. Those who have seen better days and appreciate the better things of life are given every opportunity which the county house affords to enjoy them. The fault-finding and filthy are likewise classed. Those who are untidy at the table cannot eat with those who are annoyed by their ill-manners. This class

is served at tables arranged along and facing the dining room wall. While we permit and encourage classification as above outlined we do not make any difference in the food served, except in cases of the sick and those who work hard upon the farm.

We have a weekly program which neither inmate nor employee must violate. Monday is wash day. All work is done by inmates under the supervision of paid employees. The wash is started early and promptly, and usually is out of the way by eleven o'clock, when the newspapers and the magazines which have accumulated or have been sent in during the week are distributed. Most of our inmates love to read and most of them prefer the sporting columns of the sensational dailies to the solid reading of the religious weeklies. The inmates know when to look for the papers, but know that they will be withheld until the washing is out of the way.

On Tuesday the rooms most used—sitting room, dining room and halls—are mopped. On Wednesday and Thursday the cleaning continues and is conducted with a special view to making things uncomfortable for bed bugs and their next of kin—and the method is the simple application of common kerosene oil to bed frames and room corners and cracks. The ironing is also done on these days and the mending is sent to such inmates as can perform that work. Friday is scrubbing and general cleaning up day, and Saturday is known as bath day, shaving and hair-cutting day. Clean underclothes are given to all inmates on Saturday and all sheets and pillow cases are changed. Sunday is a day of rest with religious services twice each month by the pastors of Canandaigua, all denominations being represented in those invited to the county house.

Our menu will run about as follows: Sunday—breakfast, corned beef hash, ginger cookies, bread, coffee, tea and milk. Dinner, pork and beans, bread, tea and milk. Lunch is served to the old and feeble inmates on Sunday evening. On Monday and Thursday the breakfast consists of oat meal, fried pork and potatoes, bread, coffee, tea or milk. Dinner, steamed pork, potatoes and other vegetables in season. Supper, bread, milk or tea, and warm potatoes for those who work. On Tuesday morning the breakfast is the same as on Monday and Thursday, while for dinner beef soup or beef stew is served, with bread, tea or milk. Hash, bread, coffee, tea or milk constitute the Wednesday morn-

ing breakfast, while the dinner is the same as that served on Monday and Thursday. For breakfast Friday, oatmeal, fried pork, potatoes, bread, tea, coffee and cookies are served, and codfish or eggs, with the usual accompaniments, constitute the dinner. On Saturday morning the menu is fried pork, bread, coffee, tea and milk. Corned beef and vegetables are served for dinner. We keep twelve cows and 125 chickens and use the milk, butter and eggs when we have them. Apples are a bountiful crop on the county farm, and most of the crop is consumed by inmates who are given apples regularly all through the winter, or as long as the fruit lasts.

We are compelled to admit the transient tramp, who does more to try the patience and break up the serenity of the alms house family than any other agent. We once gave them decent quarters with beds and coverings, but they soiled the room and destroyed its contents. Now the transient may help himself to the soft side of the floor of any empty room for his night's lodging. Tramps are given their breakfast and unless sick, are turned out in the morning.

The sick inmates are cared for by a Canandaigua physician, who visits the institution twice weekly; oftener when necessary. With the aid of a register in which the doctor records full directions for each patient, telephonic communication with his office, an experienced nurse and the assistance of inmates, we are able to give our sick satisfactory care.

We constantly labor to establish congenial relations between the inmates and to make each one feel that we are interested in them. Let me say in closing that much of the success which is accredited to the Ontario county alms house is due to the patient untiring assistance of the matron, who has cultivated an interest in the unfortunate charges and devotes much of her own time among them, spreading a healthful influence over the whole institution and its life.

President Redmond announced the following committees:

COMMITTEE ON ORGANIZATION.

| | |
|--------------------------------|----------------------------|
| D. W. Hitchcock, Poughkeepsie. | Cortland Crosman, Genesee. |
| E. B. Nichols, Jefferson. | W. H. Townsend, Yates. |
| William Van Duzer, Chemung. | |

COMMITTEE ON TIME AND PLACE.

Wm. W. Collins, Newburgh. William C. Acker, Steuben.
 D. C. Grunder, Allegany. J. W. Brown, Otsego.
 W. B. Smeallie, Montgomery.

COMMITTEE ON RESOLUTIONS.

Lafayette L. Long, Erie. H. B. Parker, Jefferson.
 F. J. Lattimore, Auburn. H. D. Kerr, Huntington, L. I.
 D. C. Brooks, Tioga.

COMMITTEE ON TOPICS.

C. V. Lodge, Monroe. Mrs. Jennie House, Erie.
 Henry Mabie, Putnam. Byron M. Child, Albany.
 William J. Doherty, New York city.

COMMITTEE ON LEGISLATION.

C. E. Weisz, New York city. Alberti D. Smith, Essex.
 E. B. Long, Westchester. Ralph S. Wisner, Ontario.
 D. C. Smith, Oneida.

The convention then listened to a paper read by Miss Florence Corbett, as follows:

ECONOMY AND DIVERSITY OF ALMSHOUSE DIET.

The question of what foods constitute proper and sufficient nourishment is at all times of importance to the human family, and to no class is it of more interest than to the aged and infirm members of society who find their diversions and pleasures limited by age and its consequent feebleness, and to whom the three meals daily are social events relieving monotony as well as hunger.

Where these aged and infirm are gathered into homes to be cared for in numbers, the problem of feeding them properly and satisfactorily becomes complicated by the frequent necessity for limiting expenses, both in the purchase of food materials and in their preparation. This is the most important phase of the problem whose solution occupies the greater part of the civilized world, where food is still the great fundamental and always

recurring need, and where stated incomes must be stretched to maximum purchasing powers.

Before attempting to suggest diversity in diet for the class of people under discussion, it is well to determine what constitutes economy in choice and administration of diet. Long experience has taught that with food as with other essentials of this life, the cheapest may prove the dearest; that a good article improperly treated may yield poor results, and that the truest economy consists in selecting the food or other articles best suited to the actual needs of the case. We have all been aware of a doctrine which sometimes obtains us the administration of the care of the dependent, that "this food" or "that treatment" is "good enough," considering the character of the beneficiary, i. e., his dependent state. And we are all glad to see that public interest in dependent cases is bringing about the opinion that human life of itself is worth something, and if we are to maintain it in a dependent or semi-dependent state, it is worth while not only to keep alive the merest spark of this life, but to maintain it at its fullest efficiency by proper food, clothing, environment and exercise.

This pays, first of all, in the satisfaction to the beneficiary and to the benefactor; and secondly, which is sometimes counted first, it pays in dollars and cents. Often it requires sad experiences in false economy to teach this last lesson.

Agreeing then that the almshouse inmate should be considered first as an elderly, probably infirm person; and secondly, as a dependent person, and that our economical interests are best conserved by the selection of foods suited to the character of the almshouse inmates, it remains to be said: "What are the best foods for the purpose?"

An exhaustive discussion of this phase of the subject would be quite as impossible at this time and place as it would be unprofitable. For practicable purposes the determining factors in the choice of food for the aged and infirm may be very briefly stated as age and occupation. While the majority of almshouses are called upon to care for dependents other than aged, these are generally feeble-minded, the characteristics of whose diet are not unlike those of the diet for the aged. The question of diet for almshouse hospitals is more properly discussed as hospital diet than as almshouse diet.

The average age of our almshouse inmates is, if I am not mistaken, above forty years. The period of physical growth is past and we need no longer supply material for it. Indeed such a diet would prove injurious, taxing the eliminative functions of the body too severely and bringing on rheumatism, gout and kindred ills. Certainly this would not pay from any standpoint for the afflicted individual would suffer physical pain and be incapacitated to perform his quota of labor in the almshouse community as well, incurring expense for his care and treatment in the almshouse hospital.

So we must eliminate from our almshouse dietary, any excess of meats, beans, peas and other muscle and bone-building foods, using them at but one meal each day. Where there are younger inmates, actively employed, it would be wise to give them these foods twice each day, but the one meal a day of such foods, furnishes the average inmate with all the material he can use for the repair of worn out bodily tissues. What he most needs is the full foods, or the foods that will keep him warm, and yield him energy to do the work assigned him. The foods which may be so classed are: first the sugars—cane sugar used in sweetening coffee and tea—and fruit sugars, found in sweet, fresh fruits; and dried fruits, as prunes, raisins, dates, etc. Secondly, he needs the fats and oils afforded by butter, milk, eggs, meats, cereals and nuts. And thirdly, he needs the starches as found in bread, potatoes, rice, wheaten grits, etc.

In addition to these he should have the fresh fruits and vegetables to furnish salts and acids which will keep the blood pure and the disposition sweet; preventing scurvy and also the deposits of bone-forming material which cause another form of rheumatism. For this last purpose onions and cranberries are both particularly good, the market generally supplying one or the other the year around. The craving for a dash of vinegar with cabbage and with beans, is often met among these old people and is the natural demand to serve this very purpose. It would be better and cheaper to satisfy it by allowing vinegar upon the table at meals when the coarse and stronger flavored foods are served, than to bring the inmates to a rheumatic state by a disregard of diet and so compel the physician to set their teeth on edge by ordering lemons.

Now that we have determined the general character of the almshouse diet, we may conscientiously set about reconciling it

with our means for purchasing. By careful calculation we find that certain food materials varying widely in price yield equally good results from the standpoint of nutrition. For instance, four ounces of salt codfish, dried, or three ounces of oatmeal each contain more muscle-building material than twice their weight of beef and cost less than a third as much. Two ounces of dried beans are equal to eight ounces of beef and cost about one-sixth as much. By studying food values and costs in this comparative fashion, we find that we can devise dietaries costing six, eight or ten cents per diem, yet containing as much nourishment as materials costing five or six times as much, and at any rate abundant nourishment for the needs of these particular cases.

Probably none of us has found difficulty, practically, in selecting food, if the purchasing means were forthcoming, for it is with limitation of purchasing means that come limitations in choice of food. Very likely our real difficulty began in the effort to make the inexpensive foods present a varied and attractive aspect, for "what pleases the palate, nourishes," and "the palato is the janitor and unless he is conciliated, the most nutritious food will find no welcome."

Should your management afford that subtle blessing—a good cook—then are you most happy of all county superintendents of the poor! Or if among your almshouse inmates you have some man or woman who has been a good cook in his or her day and has not lost that art you, too, are to be congratulated. Failing these, if you know something about the science and art of cookery yourself and are so enabled to direct the work of unskilled hands, though your lot be hard, there is a promise of good fare for your charges, for skilful handling only will make interesting the common articles of food purchased at moderate cost, and even then it is necessary to serve everything with the "best of sauces—hunger."

Not only should each article be well and properly cooked, but the cook must command a considerable range of seasonings and a variety of modes of preparation. Soup which daily contains all the condiments, vegetables and remnants of meals which the house affords, may easily become tiresome, while the same soup foundation could be made very attractive by adding to it carrot and onion one day, barley and cabbage the next, macaroni the next, and so on, giving variety with no increase of cost. The

"plain boiled" flavor of meats and soups may be varied by browning a part of the meat or meat and bones in the steam roasters or ovens before using it for stewing or boiling, and the flour for thickening the stew may be browned, thus imparting to the entire dish the richness of flavor peculiar to roasted meats. If your almshouse family is large and you must purchase meats by the side or carcass, a little good management will enable you to save sufficient weight of roasting pieces from consecutive deliveries of meats to enable you to serve an occasional dinner of roast meats and vary the monotony of boiled and stewed meats.

Again, many a piece of meat that would be dry and tasteless when carelessly cooked will be juicy and well flavored when rolled with a dressing of bread crumbs, onions and dried herbs. A food chopper enables you to add greatly to the variety of the dishes and makes possible many kinds of "hash," all of them good.

I quite appreciate that the suggestions made may not be of value to all of you, for almshouse conditions are various and I do not doubt that there are many where all the tricks of lending variety to plain food are not only known, but practiced to the entire satisfaction of the almshouse family. Rather than enumerate such methods, and the list is endless, I would emphasize the principle of observing only such economies as are worth while, for often it is not possible to make use of stray bits of material without an added expense of fresh material to be incorporated, or without fuel and labor.

Among the economies in large institutions, that of using bread left in the dining rooms because of poor teeth or want of teeth of the inmates is of as serious importance as any, for the quantities are large and the possible waste enormous. The first step toward dealing with this situation is to be sure the remnants of bread are handled and kept in a cleanly manner, clean sugar barrels with covers being good for the purpose in large institutions. It may then be taken to the kitchen to serve a variety of purposes, dried or broken into soup one day, passed through the chopping mill with dried apples and mixed with molasses, spice and hot water for a pudding another day, made into a porridge for supper in place of some cereal on another day, made into a dressing for meats on another day, and chopped with remnants of meat for a scalloped dish another day. These are but a few of the possibilities of left-over bread, but they are such that bread need never be wasted and they require but little

material added to the bread to make it useful, though it involves some labor. The same principle, of course, applies equally to the small institutions.

Generally a bread pudding which requires milk, eggs and sugar is out of the question as a regular article of diet, but the pudding described as made with dried fruit can be made delicious in flavor and is very cheap.

In such ways one may actually economize, that is, prevent waste and secure variety, always taking into account, of course, fuel and labor as well as material. The ideal almshouse diet would, I believe, be diversified not only in the economical manner intimated, but further by the addition of the products of the almshouse garden, dairy, hennery, field and orchard. In fact, I cannot imagine the truly satisfactory dietary, the one which satisfies the superintendent and dietitian of the almshouse as well as the inmates, without these additions. And this is an excellent argument for the almshouse farm or the farm adjunct to the almshouse, for only this condition makes possible the most wholesome life and most varied diet. There the inmates may find in the great variety of duties essential to the conduct of dairy, poultry yard, garden, etc., surely some work suited to the ability and tastes of each, in the execution of which he could very nearly pay his way, at the same time contributing to the otherwise plain fare, a variety generally prohibited by expense.

As to whether or not cakes, pies, puddings and similar dishes should take a regular place in the bill of fare, each must determine in his own case. Such things are not among the essentials and the inmates may be well fed without them. However, sweets in some form are essential in the diet of the aged, and if labor is cheap in your community, occasional dishes of this type will give more pleasure than they cause harm. Tea and coffee are probably as useful in this dietary as they ever are in any, affording some stimulation at the time of life it is most needed and sparing tissue. The question of amounts per capita of the various foods has not been touched as it must vary somewhat with the conditions of service of food.

In summing up the argument and collecting its somewhat scattered threads, we believe that certain principles must govern the administration of the diet in almshouses, rather than hard and fast rules which might apply in but few cases. Common sense must go hand in hand with economy if attempts at economy are

not to prove costly in the long run. Some one who understands food values and can compare the costs of foods upon that basis, should have some oversight of the diet, directly or indirectly. At all times food materials, labor utensils, fuel and brains are required for good results and lacking any of these we can hardly hope to achieve the best. A study of such works as "The Science of Nutrition," by Edward Atkinson, and "Sanitary and Economic Cooking," the Lomb prize essay by Mrs. Mary Hinman Abel, would be of practical value to those in charge of almshouse dietaries.

FLORENCE R. CORBETT,
Department Dietitian,
Department Public Charities, New York City.

Motion to adjourn until afternoon. Seconded. Carried.

Mrs. D. L. Covill, representing Children's Aid Society, N. Y., not being able to be present, sent the following paper to be read:

*To the Thirty-fourth Annual State Convention of the County
Superintendents of the Poor, of the State of New York:*

Permit me to express to you our appreciation of your coöperation in the placing of many children in permanent homes in this State. Your helpfulness in this work of placing the little ones, not only relieves the counties, but it lifts the child from poverty and distress to a self-respecting and helpful member not only of the home, but of school and church. No one can estimate the feeling of increased self-respect which even children of six or seven years of age feel when they realize that they have a real home and real parents as other children have. "Old things have passed away, and all things have become new."

For the year ending October 1, 1903, 144 children were placed out in family homes in New York State, and the number of adoptions is increasing.

What can be said of the families of this State who have opened their homes to our little ones? Professional men, farmers, tradesmen, men of all stations in life have given a warm welcome to the children. They are our true missionaries, who by careful study and Christian training of the children placed under their care, are building character not only for this world, but for the world to come.

In order to accomplish the most satisfactory results for all concerned, the placing-out agent needs to be a person of quick intuition and a ready reader of character, as good judgment is necessary to decide which child would be best suited to the home opened for one of these little ones. The home is visited by the agent before placing, making, if possible, the acquaintance of each member of the family; breaking bread with them if convenient. Then, after placing, the child is visited two or three times during the year.

During the coldest of last winter, three beautiful children of about four, six and seven years of age, were brought by one of the county superintendents to our society's office. When the superintendent found these children their condition was truly pitiful. They showed strong evidence of the fact that their mother was dead; they had scarcely any clothing on, one of them being wrapped in an old coat. He supplied them with necessary clothing and then brought them to our office. From there they were taken to 442 West Twenty-third street, our temporary home. Their mother had evidently been a woman of refinement and had given her children careful training, for their manner was as good as the best. Taking one of them in my arms, I said to her, "Who taught you to be so polite?" and she replied, "My mamma, before she died." I made the placing of these children a matter of much thought and earnest prayer; and as the result I am happy to say that I was able to find a beautiful home for each of them where the mother's early training will be continued through life.

Wherever it is possible we place brothers and sisters in one home. In one of the beautiful homes of the State there are four of our children. They are from two different families, a brother and sister from each. The harmony existing in this home is beautiful to see, being far greater than is often found in our own homes.

To me, one of the greatest charities of our society, is the placing of homeless boys in homes and situations. Boys whose ages range from 15 to 18; at the age when no one seems to want them or care for them. I have never seen one turned away from our society without food or shelter. Some boys who to all appearance had hardly a redeeming quality, have been clothed, sent out to work or in homes, and have become self-respecting and self-supporting.

Every one loves the little children, many homes are open for them; but when a boy who has had no training nor any kindness shown him is met with kind words of encouragement and an appeal to lead a better life, and assistance to this end is offered him,—this is true charity and the boy is quick to respond. Sometimes the boy's first attempt at a different kind of life is not successful; he may make a failure of his first position or in his home; but he is always encouraged to try again. He is not met coldly and reminded of his former failure, but is helped just as willingly the second time or even the third as he is the first. Kindly assistance is given him and every encouragement for a successful life is offered. If the Children's Aid Society did nothing more than to try to save the homeless boys, its work would then be of inestimable value. The number of boys of this class assisted in this State this year by the Children's Aid Society is 150.

One of our new branches of work is the Children's Temporary Home at 442 West Twenty-third street, where helpers of refinement and culture train the children for the permanent homes. They are taught music, and have kindergarten work for the little ones; little parties are given for them, special attention is given to table manners, and they are trained to go into our best homes. This home was presented to the Children's Aid Society for just this purpose, and the society is carrying out the idea successfully.

If you could see the faces of some of the children as they come into the home, and see the change that comes over them from day to day by the gentle care given them, you would be surprised. I have seen faces that really looked hardened changed till they became attractive. Dispositions that seemed almost impossible to get along with have become sweet.

One of our worst cases was that of a little boy of three years. His temper was so bad that we were almost in despair, but after a few weeks even he yielded to our care and treatment and became one of our sweetest children, and is now adopted into one of our best homes.

Through our experience in the training of children for homes we would recommend temporary homes for all children before placing them in permanent ones, as the child can be placed in a much better position in life. We do not advise in many cases boarding children in families. They need the best attention, care and training they can have, and if we employ in our temporary

homes the best assistants we can find—they have time and this is their special work to train each individual child for home life. Where children are boarded the people are often too busy to spend sufficient time in training them. Since our children have had the training of the temporary home we have found much better homes for them.

While perhaps the larger part of our work is getting homes for homeless children, this is by no means all that we do. We have during the past year placed in homes many children whose parents were in destitute circumstances; but after a while becoming more prosperous and situated so they could care for their children we have returned them.

The aim of this branch of the Children's Aid Society is to do the very best for those who have the least. As new ideas occur to us we hasten to take advantage of them, for we do not mean to let any opportunity slip to make life as bright as possible for those who have been so unfortunate. It is indeed a blessed work for it blesses not alone the children but the workers. All through the work the Father leads us, and it is not His will that one of these little ones should perish.

MRS. D. L. COVILL,
New York State Agent.

THURSDAY AFTERNOON SESSION.

The convention was called to order at 3:30 o'clock.

President Redmond:—Mr. Butler will now read the paper of Dr. Charles F. McKenna, Secretary Catholic Home Bureau, New York, who could not be present at this convention.

THE NEW YORK CATHOLIC HOME BUREAU.

The institution which I have the honor to represent has been in operation for six years. The officers who were present at its birth all assist in its growth to-day. When they began the work they had as a fund of knowledge to draw from the experience that the officers of the great Catholic children's institutions of the Eastern States had in placing their children, and the experience and good-will of the well-established strictly placing-out societies attached to other charitable bodies. They could hope for little advancement in method, for it was universally felt that the antipathy to the reception of such children frequently met with in

communities and the causes of failure and scandal reported were but the serious manifestations of one method of dealing with a serious but necessary evil. It is their belief to-day that they have information new, novel and interesting, and valuable for just such a body as you are. If results similar to those here to be reported have not been obtained in the past, let us hope that in the majority of instances it was due to absolute shortage of help and means, for we have taken the position that when the question involved is one of the moral or physical welfare of a child we will stop at no expense that is at all justifiable, and yet we believe that an inspection of our accounts will show very moderate sums spent. The meaning of this therefore is that we have avoided evil by preventive means, and this is one of the principal things to which I would call your attention to-day.

In the first place the machinery of our canvass is such that no time is wasted on obviously unworthy prospective homes, and every effort is given to searching out the openings that exist in very worthy homes. This part of the work is attended to by a traveling canvasser putting himself in thorough accord and close touch with the pastors whom he meets in his tours. This agent sends forward to our office as full information about the proffered home as he can get. Every detail is gone into. Several other worthy citizens besides the pastor are consulted, and the clerical staff of the office send forward the proper blanks to the references. When these have all been received, it becomes necessary to weigh all the statements and correct any errors of judgment that the agent may have fallen into in suggesting a home. It now goes before a branch of the executive committee, called the committee on homes. They weigh carefully every statement, and accept or reject or call for further statements or opinions from the agent. Fully fifty per cent. are rejected.

Notwithstanding all this care it might still be possible to make a mistake and place a child where it should not be placed, for reasons peculiar to the child or peculiar to the family. And, consequently, after a careful selection has been made the child is placed in the care of an agent to be taken to its destined home, and the agent is under instructions to at once bring back that child if he finds upon arrival some new feature which he had failed to notice previously, and which shows him that placement would be a mistake. Later on, within a very short time,

frequently less than thirty days, this home is visited, and twice annually thereafter, and nobody's feelings but the child's I may say are considered for a moment if our judgment directs that a change should be made in the child's interests.

Now, what have we as a result of all this work? I claim that we have in the list of foster-parents a list of the aristocrats of their districts, not full of course, but taken as a whole this list is a list of aristocrats in the best sense. Wealth is not sought for. Not a few homes are blessed with that, too; but great numbers of them are the homes of the farmer with 100 acres; many are the homes of miners; and quite a number are homes in the tenement-houses of this city, where, despite all that has been said, there dwells many and many a happy, chaste and lovely family.

But you will say that the work done in this way must be tremendously costly. We hardly think so, for our work can be classified this way:

| Homes accepted after cavass. | Number of visitations. | Expenditures. |
|---------------------------------|---------------------------|---------------|
| 937 | 4,700 | \$31,843.75 |

During this time we have placed out 937 children, and how many deaths do you suppose we have had amongst them? Two. And seven of our children passed through the typhoid epidemic at Butler, Pa., without illness.

All is not rosy as regards the perfection of character of the children or the perfect fitting of the child to the home, and this, together with the stern duty of securing their moral and physical welfare, as well as their temperamental happiness points to the extraordinary value of one feature which, while we would not hope to claim it as novel, still has reached such proportions with us as to be in effect novel; that is the feature of visitation. Placing without visitation is damnation. Nothing could possibly be more hazardous for a little child's moral, mental and physical future than to take it to some distant point, leave it with a family, let that family be good or bad, high or low, and never again think of that child or have the child think of the one who had placed it there as a friend and a link with the past and another life, a guardian and strong protector. This is downright cruelty. The power shown by the bureau in its frequent visita-

tions, the readiness to act in the child's aid or the family's aid for some correctional influence on the child is bound to react for good. Failure to show this power is bound to lead to something that will be regretted.

Now what can be said about the influence for good exerted by such work as this? I will not take up your time with the recital of tales of happiness that we know of; you can feel them; you can think of them; you have seen them in good cases. I would invite you to come and see our great big scrap book which is now getting full (and after only a few months' use since the inauguration of that feature) of letters written in the handwriting of the children that are older, and by the foster parents where they are of very tender years, letters that are full of so many details of school life, of home life, and of religious life that we know the children are happy and in good circumstances. But one little point may be of value to the practical world when we talk of some practical benefits. What can be the practical benefit to the community in which we place the children? It is that we build up the citizenship body with the very best class of material, to be nurtured, cared for, instructed and trained in religion and keen perceptions of duty. No one questions the right of an immigrant to take up his residence in any section provided he comports himself properly. Immigration has always been encouraged by the government, which gladly welcomes to its shores the honest sons of toil from other climes. There is plenty of room for the honest householder coming from foreign shores, and he is encouraged to build himself a new home and, in time, become an integral part of the community he has chosen to enter. Good subjects for citizenship are always welcomed, and they who assist the country in building up a good citizenship are certainly deserving of its gratitude.

If the immigration of strangers to this country is encouraged, why should we not encourage the efforts of those, right here at home, who are sending to the rural districts and protecting from life failure, not foreigners unaccustomed to the ways of the land, but bright, healthy, young American children who, with proper care and training, are in time bound to become creditable citizens in the community.

Yet this is precisely what any placing-out society can accomplish when it properly conducts its work, and I claim that the State has no better adjunct in its effort to build up a good citizen

ship than the thoroughly well-organized society for the placing out of children.

The railroads recognize the necessity of building up good communities in the sections of the country through which their lines pass. They realize that the better and more progressive the character of those they seek to improve and benefit the greater eventually will be the earnings of the road. Their motives, of course, are entirely selfish, still, in a great measure, through their industrial departments, they are responsible for the building up of many of our small towns and villages. They are interested in immigration and it does not take much argument to convince a progressive railroad man of the force of the statement that a placing-out society can become an important factor in a community if properly encouraged in its work. One railroad in particular has become so thoroughly convinced of the utility of the work being carried on by the Catholic Home Bureau that it issues an annual pass to our canvassing agent. This company must certainly realize that in the same ratio as the population is increased by the addition of good subjects for citizenship, is the material prosperity of the road enhanced, else the privilege would not be granted. This is one convincing proof of the force of my argument. I fully appreciate that the foregoing is rather a novel way of treating the subject. Facts, however, speak louder than words, and to convince you that it is no idle boast let me instance some of the facts I gathered from the files of our office.

Over five years ago the Catholic Home Bureau was organized for the placing of Catholic children in family homes. Operations were not begun until after we had instituted the groundwork of what now nearly approaches an almost perfect system. A number of boys 14 and 15 years old were offered to us for placement in homes. They were good children and had been carefully trained in the institutions. Naturally we were anxious to place them in none but the best homes.

A certain county in a very fertile farming section of our State was selected as the first field to be invaded. The different towns and villages were thoroughly canvassed and, before many months had elapsed, homes were found for a number of the lads. The utmost care and diligence had been used in the selection of the homes and when the appointed time came to place the children

the same painstaking care was exercised in striving to fit the child to the home.

That was the inauguration of the work, and success almost immediately crowned our efforts. The seed thus so carefully planted took root and was carefully nurtured by a rigid system of supervision. Other residents of the same county marvelled at the uniform good conduct of the orphans. The wonder grew when they saw the visitor constantly going and coming amongst the children. New applications were received, other children placed, and to this day we are still working in the same field.

The first placement was made five years ago, and we have been constantly adding to the number until eventually we had placed in this particular county 78 children,—72 boys and 6 girls. A constant supervision, rigid in its requirements, was kept up. Twice annually were these children visited, and the reports carefully recorded and noted. Correspondence was encouraged, and with good results. The children came to look upon the bureau as their friend. They were exhorted to be obedient, and to show by good behavior their appreciation of what has been done to better their condition.

Now let us glance at the results. Five of the girls are still with the families with whom they were originally placed. The sixth girl was afflicted with a physical ailment and was returned. She is now in our care here in the city undergoing treatment. A number of the boys have grown to manhood, and are now self-supporting. After placement, in a few cases relatives appeared on the scene and made application for the custody of several boys. The homes of these relatives were submitted to a rigorous investigation and, after passing the scrutiny of the committee, were approved. Four boys were returned, and placed in approved homes. Country life became too monotonous for five boys and they were returned, and positions found for them here in the city. These lads are now boarding in one of our homes for working boys. After making the above deductions a balance of 62 would still be left, residents of the county. Of this number 32 have become of age, and are now self-supporting, each one earning from \$12 to \$25 per month. With few exceptions, all are with the families to whom they were originally consigned. They are good, honest young men, attached to their homes and well thought of and respected in the community. The other

thirty are too young or inexperienced to command wages. They are sent to school regularly, and treated in every way as members of the family. But one lad came to grief, and he was placed in a reformatory.

Summing up, we find that in one county alone an increase of sixty-seven bright, healthy children has been made to the population. Is not this a creditable showing, and is that particular locality not indebted to us for bringing to it sixty-seven such splendid subjects for citizenship? Could you see these young men as we have seen them; could you but look into the homes in which they have been placed, and hear the complimentary remarks of delighted foster-parents, I am positive you would unhesitatingly agree with me, that, after all, there is another side to the placing-out work, and that a community is, indeed, fortunate when a children's society elects to work in its territory.

The good work has not been confined to this county alone. We selected this particular county for discussion because sufficient time has elapsed since placement to enable us to compute results. Looking over our files I find that one hundred and eighteen children have been placed in a second county of our State, sixty-four in another, and fifty-eight in still another. In one section of a neighboring state we have placed fifty children; to a second county of the same state thirty children have been sent. All are doing remarkably well. In the majority of cases above mentioned the children are of tender years, and have been taken by the families with the ultimate intention of adopting them.

Now I have shown you what practical good we have done for the railroads in building up their territory, but I believe I did not mention that we are paying the railroad companies \$1,500 a year in fares alone. I have told you what practical benefit to the community is wrought by our work, and I would like to tell you what we have done in a practical way for our own city. We have saved New York City in the five and a half years of our operation, nearly half a million dollars. You do not believe it, perhaps; well here are the figures.

Since the inauguration of its work the Catholic Home Bureau has placed 937 children in family homes. With three exceptions all these children were under the age of sixteen. A study of the statistics in connection with this matter will be highly interesting:—

STATISTICS OF PLACEMENTS.

| Year. | Number placed. | Average age. |
|-------------------|----------------|--------------|
| 1899 | 59 | 10 1-2 |
| 1900 | 95 | 12 |
| 1901 | 181 | 13 |
| 1902 | 233 | 12 |
| 1903 | 239 | 10 |
| 1904 (six months) | 130 | 10 |

Under a ruling of the State Board of Charities, the Department of Public Charities annually reinvestigates the cases of all committed children. Those who are found to have relatives capable of supporting them are ordered discharged to the proper guardians. The others who are physically fit are referred to placing-out societies for indenture. The law allows payment for committed children up to the age of 16. On this basis of payment, it is interesting to see just what our bureau has saved New York City by the placing-out of dependent Catholic children. The ordinary life of an institution child would be sixteen years.

Taking the rate \$104 per annum that the city pays for its destitute children, we make the following deductions:

| Year. | Placed. | Average age. | Gain in years. | Amount saved. |
|---------------|---------|--------------|----------------|------------------------------|
| 1899 (9 mos.) | 59 | 10 | 6 | \$36,816 |
| 1900 | 95 | 12 | 4 | 39,520 |
| 1901 | 181 | 13 | 3 | 56,472 |
| 1902 | 233 | 12 | 4 | 96,928 |
| 1903 | 239 | 10 | 6 | 149,136 |
| 1904 (6 mos.) | 130 | 10 | 6 | 81,120 |
| | | | | <hr/> \$459,992 <hr/> |

This would make a grand total saved to the city in about five years of \$459,992, nearly half a million dollars. New York is evidently a big gainer by our operations.

Of course from the above should be deducted the sums received from the city, which, for three years, amounts to nearly \$15,000.

Now, gentlemen, superintendents, you would ask me what recommendations I have for you. They are that you place in the hands of the properly accredited societies engaged in the work

the placing of the children that are placeable. That you do not disturb in good institutions children that are not placeable. That if you place one you ask the State Board of Charities to send an inspector occasionally to the home, and finally that you call at the office of the Catholic Home Bureau, and receive a welcome from its officers.

GENERAL SUMMARY OF THE WORK OF THE CATHOLIC HOME BUREAU.

A general summary of the work accomplished by the Catholic Home Bureau since the last meeting of your honorable body may be thus briefly described.

Applications were received for 593 children, 299 girls and 294 boys. Of this large number 393 were personally investigated by our agents, and submitted to our executive committee for final disposition. That committee approved 285 and disapproved 108 of the proffered homes. The remainder, about 200, were mostly applications for girls to do housework. As the Catholic Home Bureau is not engaged in supplying domestic servants these applications were not investigated. In the approved homes were placed 88 girls and 167 boys. Total, 255.

Of the total number placed, 161 or about 64 per cent., were under the age of twelve years; and 94, or about 36 per cent., between the ages of twelve and fourteen. Nearly 1,500 visitations were made to the children placed.

E. B. Long:—In regard to the placing of the children does that mean that they were not sent back to their parents, or sent back to their guardian, but placed in homes?

Mr. Butler:—Mostly all these children—probably 95 per cent. of them, are children who have no parents or guardians; they are placed in the homes of foster-parents.

Mr. Long:—Do you count those that you send back to homes? For instance, as a superintendent, I send down there with the request that a child be returned to its home, and it is returned, do you count that among those you have claimed to have placed out?

Mr. Butler:—No.

Mr. Long:—I should like to know what you mean by stating that they should not be touched in institutions?

Mr. Butler:—Children that are not placeable. The Department of Charity very often in making reinvestigation will send us a batch of fifty notices of children they deem proper children to

be sent to homes. • We send our agents to inspect those children and they find some physical defects that make it impossible to get anybody to take that child. We may find the child is frequently visited by its parents and that it would be wrong to separate the child; perhaps it will only be a matter of six months when the parents would take the child out and it will be reunited to its natural guardian, and that would be a poor placement. After a while when they became able, they would take the children away from the families, and that would be spoiling a good home for another child.

Mr. Long:—Isn't it a matter of fact that a very large majority of all children placed in institutions are simply placed there because they are destitute, and not because they are deficient in any of their faculties?

Mr. Butler:—I do not know what the statistics are but I assume that is true.

Mr. Long:—Why not take those children out of those institutions and place them in families just as fast as possible?

Mr. Butler:—We are doing that.

Mr. Long:—Why does it say "do not touch them in institutions?"

Mr. Butler:—We do not believe in placing out simply for the purpose of placing out; we could place out 100 children a month; but we would consider it criminal to place the child in some of the homes. It would be an utter impossibility to enter the institutions in any state of this Union and find good homes for all the children in them.

Mr. Long:—Why?

Mr. Butler:—Because there are not homes enough where they are welcome. How many in your community whose homes are open to destitute children?

Mr. Long:—The point I wanted to raise is this: that paper recommends, as I should judge, that the superintendents of localities do not make an effort to take the children and place them in homes. I want to say right here, I have the greatest faith in that bureau—I have watched it, and I am very favorably impressed with what it is doing; but I have been trying for three years to get that society to do something for us, and that society whenever I approach it says, "we have all we can do in the city of New York."

Mr. Butler:—Our Bureau wrote to you several times for room to place them and never can get any reply.

Mr. Long:—If that communication was ever sent to me I never received it.

Mr. Butler:—We can furnish you copies of letters and dates where we have placed 17 children in your section.

Mr. Long:—You place New York children up in our section, that is what we object to.

Mr. Butler:—If you are so slow as not to find the good home to get the children in and we get there and find the good homes and place the children, you cannot blame us. We wrote you to send us the names of the children.

Mr. Long:—You raise the point right away—"how do you know that child?" We do not. Those little waifs are placed in these institutions and we naturally lose sight of them. We do not know whether they are available or whether they are not.

Mr. Butler:—If you will send us the names, we will let you know, and we will report the condition of the child and tell you whether the child is fit to be placed or not.

Mr. Long:—I am very glad for that information.

President Redmond calls on Miss Henrietta M. Wurtenberg, county agent Erie county, N. Y., who reads the following:

Michael Angelo, the greatest of Italian sculptors, stopped one day before a piece of marble in a quarry. A friend, who accompanied him, remarked, "What an ugly slab?" "Yes," said the great artist, "it is, to outward appearance, but there is an angel in it." And he proved it to his friend and to the world, when with hammer and chisel he removed scale after scale, until the angel he saw back of the ugly outward appearance stood revealed, so beautiful in outline and proportion and symmetry. Each individual, child or adult, has within himself the angel of his highest possibilities, surrounded and hidden, sometimes so deeply, by scales of unfortunate conditions and circumstances. It is the object and privilege of modern civilization and philanthropy to remove these scales, and to replace this misplaced personality into more favorable conditions and surroundings, that the "might have been" of the individual may more fully be realized, and the better self, hidden by the hard scales of adversity and misfortune, carved upward and outward.

In these stirring, strenuous times of great social questions and conditions, with their multiplicity of theories, it is sometimes so difficult to know in which direction truth lies, or how to apply the means to produce the most favorable results; but if the object

back of it all is to benefit the helpless and restore to them their birthright, good results will follow, and out of the strife will come up a better social condition. One of the most important questions that interest and occupy the minds of philanthropic workers, is that of rescuing the children from the hard fate of unfortunate birth or unfavorable environment; those who, if left to themselves, would become depraved members of society and burdens to the community. Deprived of, or abandoned by, their natural protectors, their only offense homelessness and helplessness, they recommend themselves to our deepest sympathy, and urge our untiring interest in their welfare.

We, as placing-out agents, feel deeply the responsibility resting upon us, for we know that a soul's destiny is placed in the balance when a little life is subjected to new surroundings and influences; but we realize, more and more, that our work is directed by the All-Wise, and that if we do all conscientiously, He will use our efforts in blessing His little ones. Our plan of work, systematized by Supt. Long, has been the same as reported in this convention in previous years; and while our duties lead us into various kinds of work, investigating homes and references, placing and supervising are the special matters of our attention. We believe that a home is better than any institution; for as the sunlight is necessary to bring out the tints and fragrance of the rose, so is the home-life and the mother love necessary to develop the better qualities of the child.

Our agency is sustained by the board of supervisors of Erie county, whose interest in our work is a source of help and encouragement. We hold a weekly conference at which we review the victories and defeats of the past week and lay plans of siege for the coming. We realize the importance and wide spreading influence of our work, and with the kindly assistance and wise direction of the superintendent of the poor and his staff, we are trying to accomplish good in a practical way. Although results do not always seem to equal efforts, we appreciate the deep sense of peace and benediction that comes to us when we leave a child in what we believe to be a good home.

Owing to the changes that have occurred during the year in the Protestant agency, it is impossible to give as complete a report as we should desire. The one I wish to present to this convention is the annual report submitted to the board of supervisors:

Catholic Agents.—Applications received, 127; letters sent out, 373; visits and interviews, 912; children placed in homes, 50; children placed for wages, 6; children placed in Industrial School, 4; children returned to relatives, 22; children taken off the county by Polish Sisters, 2; total number taken off the county, 78; children transferred from one home to another, 7.

Protestant Agents.—Applications received, 244; homes in which children have been placed, 81; letters sent, 699; visits and interviews, 672; children transferred, 15; children returned to orphan asylum, 3.

There is no surer method of establishing a higher standard of morality than by placing the little one, with his susceptible heart and brain, into an atmosphere of love and discipline and opportunities, that this germ of civilization may grow away from his evil tendencies, build for himself a character and become a responsible citizen. And I believe the grandest work in life is training a girl or boy into noble manhood or womanhood.

Our effort to better the condition and elevate the standard of mankind is not in vain. The latter days are better than the former. His kingdom is coming. Man does love his neighbor better, although not yet, than himself. Brotherly kindness is the desire of the hour. The yesterday of doubt and superstition has passed away into the to-day of clearer insight to the truth and its application to the needs of others. May the to-day of earnest desire for righteousness blend into a to-morrow of universal brotherhood and Christian charity.

To be more worthy of reflecting His love and charity to the unfortunate, let us carve out our better selves; and with the hammer of constant prayer and Christian living, and the chisel of earnest endeavor to do the right as God gives us to see the right, remove scale after scale of malice and prejudice and selfishness, until the angel of our highest possibilities is revealed and we stand forth in His likeness.

Mr. Lodge:—Is it desirable to have any discussions on the papers at this time, or is it necessary to receive them all first?

President Redmond:—We would like to hear the discussions.

Mr. Lodge:—There are two methods suggested in these last two papers and I would be very much pleased to get the views of the experienced men of the convention. In the first paper were received only children who are practically not in any way affected; all the others are rejected. We have an incorporated

children's society in Rochester; our society takes any child it is offered, and if the child is affected so that it cannot be placed in a family, it is placed in the Home. It has principally babies and rather defective children and very young children, as we very seldom get one of these children ten or fifteen years old who would be very helpful.

Dr. Parish:—I have attended the convention for two years and never opened my mouth before; but this question appeals to me as a professional man—the placing of defective children in homes. Most assuredly a child should be placed in an institution where it can have the care of skilled nurses and skilful treatment, and not be subjected to the neglect, as in most instances is the case in the private home. A child who is defective—and Mr. Long says the most he gets is at the early age of one or two years—those children who are defective at that age are very likely to be defective in their moral sense later in life, as they grow older. I don't quite understand what the gentleman means by "defective," whether physically or mentally, or both—if both is the case, they should be under the restraining influence of an institution where they may have, as I said before, the skilled care of trained nurses and professional treatment. I like Mr. Butler's paper upon the manner in which they proceed. Children who are not defective in any way, can be well taken care of in homes. I like his method for leaving these children in the institution; it is the better place for them, because in many instances where they are placed out in homes they become bad citizens; and they drift back to that border land of society in which all pauperism, all criminals, all defectives come from. For the two years in which I have been in this convention, I have not heard one word uttered for the prevention of pauperism, except it may be through the training of pauper children to become good citizens. I think if the State Board of Charities and charitable people generally would turn their attention to that border land of society—a land which exists between good and the bad, a border land in which are the successful and unsuccessful—or between which are the successful and unsuccessful—the land which breeds all pauperism, all criminals, and all defectives, we believe you give too little attention to. There is nothing said here for the restraining of pauperism, as I said before, except in this paper. These people, it seems to me, should go to work in this field and try to restrain by proper laws, in some way, the production of their

kind. I tell you, you put these defective children in homes somewhere, and they grow to manhood or womanhood, and they gradually drift back into this border land, and propagate their own species. Then, again, you fill up the ranks of paupers and criminals; and notwithstanding the work that has been done by the several societies, by the several charitable institutions, it is a lamentable fact to-day, that there is a greater percentage of paupers and criminals in this land than there were 15 years ago.

E. B. Long:—I like the remarks of the gentleman very well, but I think his conclusions are wrong in certain respects. Now I would like to know what he means when he says "to send these to institutions," whether he means a feeble-minded child or defective child in some way, shall be picked up and sent to the institution and placed there with those who have good minds and who are not defective? Now there is the point, and that is one of my greatest objections to the institutions. There are institutions in our State where the little devils are sent to mingle with the innocent waifs; now then, just what we want to do is to separate them. If he means to take a defective child, a feeble-minded child, and place it in an institution for the feeble-minded, where it does not mingle with the others, or if he means to take the little degenerate child and place it in an institution among degenerates, I am with him; but if he means to take these defective children or these that are degenerate to a certain extent, and place them into an institution where they are to mingle with the innocent waifs, and poison their minds, then I differ with him. I believe, as I say, that 90 per cent. of the children that are sent to institutions, the same as we are talking about, are not feeble-minded, they are not cripples, they are not defective in intellect. but they are simply sent there because they are destitute; and I think that we should, in some way try to have laws passed which will make separate institutions of these classes. I have a little waif here three or four years old—he is feeble-minded, he must be taken care of; I apply to Rome—"we cannot take him;" I apply to Syracuse—"we cannot take him." I apply to these institutions, and they will not take them. I think we should have a place for them.

Mrs. House:—In regard to Mr. Lodge's mentioning the fact of their being boarded out, Miss Wurtenberg forgot to mention we are going to try that scheme in Erie county; and we have very

great hopes of it. I just want to mention one thing I was reminded of—perhaps in discussing these questions we do not understand each other sufficiently to get the right idea. If I understand rightly, he advocates the keeping of defective children in institutions—that is of course all right. We think we are pretty nearly the whole thing in Erie county—we believe that our county hospital has about as low a death rate as any institution, and that we have the most skilled physicians and best trained nurses, and yet our babies are frail, delicate little creatures. It is a matter of “the survival of the fittest.” When agents here take out these delicate little things we have to use an immense amount of tact and hypnotism in order to make people believe they are beautiful, round children; and if we place one of these children with a woman who has had very little experience they will improve. We attribute it to the mother-love and care from which these children prosper. I believe it is a great mistake to keep any child if it is only physically defective in an institution, if it be possible to place it in a family home. I give all honor to institutions. Then there is another thing Mr. Long doesn't mention, the difficulty we have with the boys; when they reach twelve or thirteen years, and we cannot keep them in family homes, what are we going to do with them? An institution is not a good place for a boy of that age, and a good many of the institutions do not want to take them, and it is a great problem with us. And we think it best to place them in families, even if they keep trotting around from home to home; we are glad to say they improve, and we expect our boys to be superintendents of the poor some of these days.

Inspector Cyrus Clark Lathrop, State Board of Charities:—While the doctor was speaking I was thinking of this vast army of children and wondering how they might receive the mental and physical training best calculated to develop them, in so far as possible. Of this number there will always be a certain large percentage beyond development and for which the institution must exist and provide custodial care. The rest of these mentally weak and undeveloped children present a serious problem. The State institutions lack capacity for their care; family homes cannot be found for them because of the small amount invariably paid for their maintenance, and so they come in considerable numbers to the private orphan asylums, and constitute, as Mr. E. B. Long has just said, a serious menace to the normal child

who because of destitution is its companion in the institution. I believe these children should be wards of the State, and a sufficient sum be appropriated to secure, for those capable of development, care in family homes, where they will receive the individual attention and care the institution cannot give. Thus under the paternity of the State, every advantage of physical and mental training in contact with a preponderance of adults of normal powers could be secured to these children. By a rigid system of visitation and inspection by the State, the standard of the homes and the care given could be maintained.

The State has made, in so far as it can with the insufficient force at its command, an inspection of the homes in which children have been placed by the counties and their agencies, and is pleased to report that the homes secured, have been, in almost every instance, desirable ones and the children well cared for. The necessity for and usual effect of such inspections, by the State, is so fully recognized as to be almost axiomatic, and because of this recognized necessity, provision should be made for an inspector whose whole time could be devoted to this work.

Adjourned to meet at 9:30 Friday morning.

FRIDAY MORNING SESSION.

Session opened at 9:30.

Mr. Lodge:—It would take me about fifteen minutes to read this paper, and there is business of the committee on time and place, etc., and there are some things on the programme that have not been read; there is the paper of Miss Guy, there is the report of the Monroe County Children's Aid Society, and others on the programme. Mr. President, I would move that we have leave to adjourn and let these papers go. The majority of the people are going to take that 10 o'clock train, and I don't see how we can do the business. I move that the papers on the programme be printed the same as though they were read. Motion seconded and carried.

THE OVERCROWDING OF OUR STATE INSTITUTIONS FOR CARE OF THE FEEBLE-MINDED.

Is the subject assigned by our committee on topics, and in view of the many very interesting papers you have listened to during the past three days, and the fact that this is the last session of

our convention with many things to occupy our attention, I promise you to be considerably brief.

I take it we are not expected to discuss conditions now obtaining in our State institutions, for under the present liberal policy of the State in the matter of maintenance, and the splendid system of visitation and suggestion by the State Board of Charities, and the State Charities Aid Association, in connection with the enthusiastic coöperation and fine administration of the superintendents and officers, our State institutions are kept up to a very high standard of efficiency, and actual overcrowding to the detriment of the patients and inmates is not allowed. As a proof of this, does not the following communication from the superintendent of a State institution sound all too familiar to you?

"I am in receipt of your favor of the blank inst. concerning the admission of John Doe to this institution. I am very sorry not to be able to accommodate you by admitting this boy just now, but we have no room.

"Just as soon as a vacancy occurs so that we may receive this case from your county, I will advise you.

"Very Respectfully,

"SUPERINTENDENT."

But how are we to provide for this John Doe and hundreds of other John Does distributed through the State? That is the question deserving our earnest consideration at this time.

And first of all, why are our State institutions for care of the feeble-minded crowded to their utmost capacity, and superintendents of the poor all over the State clamoring for the admission of hundreds of urgent cases of this class? I have no hesitation in saying, that it is the presence of an undesirable foreign element in our population, through the laxity of our immigration laws.

With the present condition of our State institutions filled to their utmost capacity, we are forced to include the almshouses of the State in this question. Immigrants of a low grade of mentality, who have been allowed to land in this country practically penniless, with the first reverse of fortune collapse and drift into the almshouse. Most of the New York State almshouses are carrying many cases of idiocy, or feeble-minded girls who are mothers of illegitimate children, and a large per cent. of these

idiots and feeble-minded girls are children of immigrants. They are extremely undesirable, mixed in the general population of an almshouse, and they should be transferred to the care of the State, both for their own good, and the effect on their fellow inmates.

Every day is bargain day at Ellis Island just now, and with these hundreds of thousands of bargain-day immigrants allowed to land without any reserve fund to tide them over an emergency, or a bond from some responsible relative or friend that the immigrant shall never become a charge upon the public, are sure to come a considerable number of the roving, shiftless class. With a spasmodic industrial effort, or the more likely assistance of the local charitable organization of their race, the excursion rate to the United States is raised, and they jauntily start on what seems to them a great big picnic, without thought or care of the morrow, or the slightest concern for possible future ills, for they have already demonstrated that their more active and industrious brothers will not permit them to starve, or freeze, though they consistently refuse to toil or spin. So on they come, and sooner or later precipitate themselves into the open arms of the charities of this most hospitable and generous nation. Many undesirable families in foreign countries, that are receiving occasional assistance from their local charitable organizations and are what insurance people call a poor risk, are told to sell what few belongings they have, and then the society puts enough with the proceeds to just get them to some destination in this country; and the probabilities are that in the not very distant future our almshouses or State institutions will furnish at least a part of such families a home for the rest of their lives.

It is true that when recently landed immigrants become dependent, and are promptly reported to the superintendent of State and alien poor at Albany, they are deported, but many drift along through the period when they are liable to deportation and become a heritage of dependence.

Of course Europe has a right to get rid of her paupers and feeble-minded—if she can. It is our business to see that they are not dumped on us.

This may seem like swinging away from the subject of the overcrowding of our State institutions, to that of immigration, but it is inseparable from the question,—it is the cause.

Eliminate the foreign element in our population that never should have been allowed to land in this country, and our present State institutions would be altogether too large for our needs.

But in the language of a politician of great celebrity, "What are you going to do about it?"

First—I would have the immigration laws revised. All immigrants should be required to demonstrate ordinary intelligence, and a primary education, and should be compelled to bring with them a substantial amount in cash, sufficient to carry them over a temporary sickness or an accident. In my own county of Monroe, we have had a most unusual number of dependent sick people this spring who have been in the country but a short time. They give a history of being allowed to land with but from \$1.50 to \$5.00 each, and of course if they have an accident or a severe sickness the county is called upon to care for them. A number of these people are weak-minded, and unless we can verify their landing and deport them, (and sometimes this is hard to do when the immigrant is so defective that he doesn't seem to know anything much but his name, and cannot give that so it can be identified on the immigration books) they are certain candidates for at least three State institutions.

Second—Provide the feeble-minded we now have with State care,—all of them. If the State recognizes a responsibility to care for a large part of the idiots, the teachable idiots, the feeble-minded women of child-bearing age, and the epileptics, the State should care for all of them. Horace Greely said, in speaking of the resumption of specie payments, "the way to resume is to resume." And the way for the State to care for its feeble-minded dependents is to care for them. There should never be the cry of "no room." Let these dependents mentioned be put on the same basis as the insane, and make a commitment to the several asylums obligatory to receive, the same as to a State hospital, then it is up to the State to have the accommodations provided. Safeguard the commitments as in the case of the insane, so that none but proper cases as defined by statute may be received. Objection may be made that the necessary legislation and approval of the governor cannot be obtained, but if the legislature and the governor are made to understand that the people want it, the people will get it.

When a majority of the people of the State of New York say that they want to spend hundreds of millions of dollars enlarg-

ing our system of canals, laws are promptly passed, and approved to accomplish that object. The legislature and the governor represent the people, and they are quick to carry out the wishes of the people, when unmistakable.

For an expense of a one-hundredth part of the final cost of an enlarged canal, all the defectives mentioned who are at present outside of State institutions, and who are improper subjects for the almshouse, or who, if at large, are a menace to the welfare of the community, could be provided for. Do you not think if the people of the State felt this were true, and fully realized the conditions surrounding these classes, with the harmful influence exerted by them on their companions, that such a pressure would be put upon the legislature and the executive that this question would be settled as effectually as the care of the insane?

Please do not understand me as using this illustration in a spirit of hostility to the enlargement of the canals. The State of New York is abundantly able to pay for any kind of a canal a majority of the people want. If it is a good thing we all want it. Neither is there good ground for criticism of the policy of spending hundreds of thousands of dollars to preserve the great forests of the Adirondacks; or of stocking our streams, rivers and lakes with food fish; or of preserving the natural beauties and making free for the enjoyment of all the people that great wonder of nature, Niagara Falls.

But I do maintain that if the people of this State were familiar with the conditions in the homes and in the almshouses which surround these classes mentioned, millions of dollars would not be spent for all these great purposes, until the state had provided accommodations in the Newark Custodial Asylum for every feeble-minded girl in this great State of New York, who was entailing upon the public an endless chain of pauperism and expense through her natural inability to guard her honor; until the depressing and oft-times depraved influence of every gibbering idiot was removed from the county institutions and private homes, and these unfortunate beings properly classified and kindly and intelligently treated in the Rome State Custodial Asylum, or a similar institution; until every child with a poor dwarfed intellect, unable to go to school with other children, and in danger of growing up into a sort of human beast, was given the chance to develop what little intellect he has through the special scientific training at the Syracuse State School for Feeble-Minded

Children, nor until all those stricken ones, the epileptics, were afforded an opportunity to try the benefits of correct living, and expert medical care, on the beautiful, great state farm at Craig Colony.

Superintendents of the poor and charity officers, and charity workers in a measure, represent the people in this matter. Do you imagine if all the people who are interested in our local and State charities should go to their respective members of the legislature and ask for certain charity legislation they wouldn't get it? Then if they moved over to the Governor, wouldn't he approve it? Sure as we sit here to-day he would.

One year ago this association passed a unanimous resolution asking of the legislature liberal appropriations for the State institutions for care of the feeble-minded. Five months later the State conference of charities and correction adopted about as strong a resolution as would well be worded to the same effect. The Legislature did make fairly liberal appropriations, but with the expressed wish of the two great charity associations of the State for this action, the governor saw fit to slash the appropriations right and left. Your committee on legislation was watching these appropriation bills, and the chairman of that committee at least, made the mistake of thinking that after the action of these two great State conventions, and the safe passage of the bills through the legislature, the governor would recognize the importance of these appropriations, and they would be perfectly safe in his hands without any active demonstration in their favor. But if people get anything in this world, they must be right on the spot and put in their claim for it. We may sit here and pass resolutions until we cannot pay the printer, but unless we get right out and fight for what we want when the time comes for action, we simply get left.

It seems to me that the time has come for the United States to put up the bars against the ignorant, and the defective, and the penniless immigrant; and for the Empire State of New York to do the right thing, the economic thing, and the complete thing, regarding the defective classes just discussed, and furnish State care for all of them just as it does for the felon, the insane, and the deaf-mute.

I believe it is State policy to do this when we consider the welfare of the present and future population of our great commonwealth.

In presenting this report of its work for the year ending June 30th, 1903, the Children's Aid Society of Rochester does so with the consciousness that statistics cannot furnish an adequate idea of achievements, and that figures are usually barren of suggestions except to those personally interested in them.

The number of children received, the number of visits made, the number of free homes or adoptions secured are significant only as furnishing a basis on which to compute the amount of money thereby spent for or saved to the county.

But the practical results of the work are to be looked for in the subsequent development of the children, and in the moral and physical improvement arising from the exchange of hunger, dirt and vice, for wholesome food, comfortable clothing and cleanliness, which will be demonstrated year after year in their lives.

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| The number of children in the society, Oct. 1, 1902, | 187 |
| The number received during the year, | 64 |

| | |
|------------------|-----|
| Total, | 251 |
|------------------|-----|

Discharged during the year:

| | |
|---|------|
| Adopted, | 8 |
| Returned to parents or guardians, | 19 |
| Became 21 years of age, | 2 |
| Orders expired—child becoming 16 years, | 3 |
| Withdrawn by overseer of the poor, | 1 |
| Died, | 2 |
| | — 35 |

| | |
|---|-----|
| Leaving in society October 1, 1903, | 216 |
|---|-----|

These children are cared for as follows:

| | |
|-------------------------------|-------|
| In boarding homes..... | 124 |
| In free homes | 67 |
| Self-supporting | 24 |
| Supported by mother | 1 |
| | — 216 |

Two of the children in boarding homes are partly paid for by parents.

| | |
|--|-----|
| Number of children received since incorporation, | 458 |
|--|-----|

Discharged:

| | |
|---|-----------|
| Adopted, | 98 |
| Indentured, | 5 |
| Returned to parents or guardians, | 67 |
| Died, | 25 |
| Became 21 years of age, | 9 |
| Orders expired—child becoming 16 years, | 20 |
| Orders withdrawn or cancelled, | 8 |
| Discharged by vote of society, | 2 |
| Committed to other institutions, | 8 |
| | <hr/> 242 |
| Leaving in society, October 1, 1903, | <hr/> 216 |

REPORT OF PLACING-OUT AGENCY OF THE STATE CHARITIES AID ASSOCIATION TO THE CONVENTION OF SUPERINTENDENTS OF THE POOR AT PATCHOGUE, L. I., JUNE, 1904.

It is now six years since the State Charities Aid Association started at its central office an agency for the placing-out and supervision of children in family homes. Begun in June, 1898, for the purpose of assisting certain of the association's local visiting committees throughout the State in their work for children, the agency has been able to extend its coöperation to public officials and private institutions in many parts of the State, and to relieve the public of the burden of the support of a large number of dependent children, who, but for the intervention of the association, might still be in institutions at public expense. The number of children placed in homes so far is 411.

The children the association places in free family homes are obtained through the following sources:

Through coöperation with the county superintendents of the poor and boards of managers of various institutions throughout the State of New York.

Through coöperation of the department of public charities and bureau of dependent children of the city of New York.

Through the agencies for children established by the association's local visiting committees in Newburgh, Orange county, and Columbia county, N. Y.

An effort has been made to encourage those committees of the association which are engaged in supervising children placed-out

by the superintendents or overseers of the poor in free or boarding homes, by assisting them with the supervision of such children, and in finding homes for those who are not being satisfactorily cared for. The majority of the children placed by the association are the New York City foundlings, abandoned and other motherless babies of the city, who are taken in charge by the Joint Committee of the State Charities Aid Association and the Association for Improving the Condition of the Poor. Nearly one-half of the total number of children provided with free homes during the past six years have been received in this way, and during the past year these babies constituted 75 per cent. of the children placed-out. It may be of interest to the convention to hear a little about the work of this committee. The committee was organized in April, 1898, for the purpose of saving the lives of the city's foundling babies. It has been increasingly successful in proving that nearly all these babies, many of whom are received in very poor condition, can be nursed back to life and health if they are boarded in carefully selected family homes, and that excellent permanent free family homes can be found for them as soon as they are old enough and strong enough to be placed-out for adoption. Although many of the babies under the care of the committee have been subjected to neglect and exposure at a very tender age before being received by the committee, the number of deaths among them is very small. The rate of mortality for the foundlings under the care of the joint committee, based on the comparison of the number that died each year with the total number under care, is as follows:

| | | |
|--|-----------|----------------|
| During first year of work of committee | - - - | 55.9 per cent. |
| During second year of work of committee, | - - - | 31.1 per cent. |
| During third year of work of committee | - - - | 18.9 per cent. |
| During fourth year of work of committee, | - - - | 10.7 per cent. |
| During fifth year of work of committee, | - - - | 11.0 per cent. |
| During sixth (this last year) | - - - - - | 10.1 per cent. |

The reason why the death rate in the first years of the work was so much greater than in recent years is not because the work was not well done at first, but because of several adverse circumstances which were beyond the control of the committee. At first the babies received by the committee were of an specially unpromising class. The number of foundlings which the commit-

tee was allowed at that time to take was limited to twenty-five, and the committee was not generally allowed the selection of the babies. Most of the babies received were those who were failing at the Infant's Hospital, Randall's Island, and for whom a country home seemed to offer a last chance for life. They were the babies marked "hopeless" by the doctors at the hospital. Notwithstanding the very unfavorable material with which the committee had to work the death rate among the babies under its care was very much lower than had been customary under the methods of treatment employed by the city. In later years it was allowed to take all the Protestant foundlings, and what was equally, if not more, important, was allowed to take them directly from Bellevue Hospital within twenty-four hours of the time they were received, thus avoiding the danger of a transfer to Randall's Island, with the consequent exposure and change of food. Another feature which has greatly contributed to the reduction of the death rate is the very general employment in recent years of wet-nurses for the younger and weaker babies. During the first half of the first year the committee was allowed the care of all the city foundlings. They were given both Protestant and Catholic babies. In July, 1898, however, the commissioner of public charities directed that the committee should limit its charges to the Protestant babies. The foundlings received by the city are baptized alternately Roman Catholic and Protestant. It was arranged, therefore, that beginning January, 1901, the committee would take all the Protestant babies, and at this time the Guild of the Infant Saviour was established to take charge of the Roman Catholic babies. In October, 1900, upon the request of the late Hon. Adolph Simis, commissioner of public charities for the boroughs of Brooklyn and Queens, the committee undertook the care of the foundlings for those boroughs. They cared for both Catholic and Protestant babies until April, 1902, when the Guild of the Infant Saviour, which had been caring for the Roman Catholic babies for over a year in the boroughs of Manhattan and the Bronx, undertook the care of the Roman Catholic babies from the boroughs of Brooklyn and Queens, and since that time the work of the committee has been confined to caring for Protestant babies only in all four boroughs. Thus the work has grown and has gained the public confidence. Its experimental phase has long been passed, and it is now on a basis of assured success. We know of no other method of caring for

babies of these classes which is successful in keeping so large a proportion alive, and in making so satisfactory a permanent provision for the city's wards. The babies are all boarded in carefully selected homes, each with a different family, and most of them with women who have lost their own babies at birth and act as wet-nurses for ours. Thus they have all the advantages of "mothering," which is generally so much more efficacious than hospital care and nursing. When they are old enough and strong enough to be taken from their nurses free family homes are found for most of them by the placing-out agency of the State Charities Aid Association, and they are transferred to the care of that agency. All but a very few of these babies have been thus provided for before they reached the age of two years. It is found by the placing-out agency that there are large numbers of childless families living very comfortably, many of them in the country, who will take these babies as their own, giving them the care and affection which a child receives from its own parents in its own home. The very careful system of preliminary investigation carried on by the agency insures the desirability of the homes, and the children are visited frequently by the agency after they have been placed-out to make sure that they are doing well, and that the families are prospering.

The homes in which we place children are generally simple, comfortable homes of fairly well-to-do people, and the head of the family is usually a farmer, a mechanic, or a shopkeeper. We have some applications, however, from people who are far above the average. As we have always in previous reports dwelt on the average home, and tried to give a faithful account of the most typical families of which our children have become members, we will this year give a short account of a few of our best homes, by way of answering the question so frequently asked when the life-saving work for foundlings and abandoned babies is described: "But who would take such a child?"

A few months ago a letter was received from Mr. A., manager of a wealthy iron company, saying that as he and his wife had been married fifteen years and were childless, they had decided that if they could find just such a child as they would wish, they would take it into their home, legally adopt it, and give it just the same advantages as if it were their own. Mr. and Mrs. A. said they wished a little baby girl of respectable parentage, preferably a full orphan, in good physical condition, and a child to

whom they would feel no hesitancy in giving their own name. We were unable to procure for them a child answering this description. Mr. and Mrs. A. finally agreed to come to the association's rooms and see some of the abandoned children in our care. Among the number brought to the office was a very beautiful little boy, a foundling three years of age. Mr. and Mrs. A. immediately became interested in this child, and finally Mr. A. remarked, "Well, I am going to give up the question of parentage and take my chances on that child." Little John is now in this home, "an only son," will have the care and training of refined people, and in all probability will inherit a child's share of their estate.

Mr. B., a prosperous lawyer, called at the office to see if we had an attractive boy baby whom he and his wife could adopt. He stated that his wife was somewhat nervous and inclined to feel despondent at times. It was suggested by a neighbor that they take a little child for adoption. This thought came to them as a revelation, and he said that within a very few days they had become so anxious over it that it seemed the time would never come when they could find a child. Upon investigation the home was found to be an especially desirable one. They have a very attractive and beautifully furnished house which they own. Mr. B. is a highly educated man and speaks several languages. A handsome promising boy of a year old was placed with this couple. Mrs. B. is no longer nervous, but is happy and contented, and both she and her husband say a million dollars could not buy their boy.

A little blind baby foundling, not yet a year old, came into the care of the association when an infant of but a few weeks of age. The future for this little child looked dark, indeed, as it would naturally appear an impossibility to find a family who would take for adoption a child in any way defective. A good woman, with great affection for children, was given the privilege of visiting this little girl. She became more and more attached to the child as time went on, and her affection grew so strong that she made up her mind that if it were possible she would take the little one for adoption. Her husband also became interested in this special child through his wife's affection for her, and gave his consent to the adoption of the baby. The little one was placed with this family a few weeks ago. Mr. and Mrs. D. tell us they hope to go to Europe next summer, and that it is their intention

while there to consult the best oculists abroad, so that if it is possible her sight may be restored. Even if nothing can be done, Mr. and Mrs. D. say it will not in any way affect their decision to keep her, and that baby will always be their dear daughter. This we should consider one of our most promising homes, and even though the little one placed with them had been a normal child, she would have been fortunate to have fallen into the hands of these good people.

An excellent home in one of the New England states was found for a foundling boy, with a woman who is devoting her life and money to the care of dependent children. Miss E., in applying for this baby stated to us that her little family of adopted children numbered six at this time, that she herself was one of twelve children, and as she liked large families she could see no reason why she should not have one. A line from a recent letter quoted here assures us that little John, who is No. 7, has his full share of the affection of Miss E. "We call our baby Jack. He is all a baby should be and a perpetual happiness. He thinks his mother was just made for his satisfaction, instead of realizing the truth of the case that he came for her satisfaction. He is as dear to me as I am to him."

In closing this report I wish to state that we are always ready to assist the superintendents of the poor in placing any children dependent upon their county for support whom they are unable through their own agency or other source to place, and also to ask from them their coöperation in helping us find homes for some of the babies in our care. We will be glad to receive from any superintendent of the poor, or delegate to the convention, the names of childless couples whom they may know in the hope we may be able to persuade them to give a home to one of these little homeless babies.

Respectfully submitted,

ELIZABETH W. GUY.

Committee of organization then presented their report which was accepted.

Convention Hall, Friday Morning.

Mr. President:—Your committee on organization would respectfully report as follows:

For president—John J. Kirkpatrick, Suffolk.

First vice president—Wm. Van Duzer, Chemung.

Second vice president—W. W. Collins, Newburgh.

Secretary and treasurer—J. W. Ives, Wyoming.

(Signed)

E. B. NICHOLS,
D. W. HITCHCOCK,
CORTLAND CROSMAN,
W. H. TOWNSEND,
Committee.

The report of the committee on time and place was then read, and on motion, accepted.

Your committee on time and place for the annual meeting of the superintendents of the poor for the State of New York, beg leave to submit the following report:

That from the best information which your committee has been able to obtain it seems wise to select Lake Placid, Essex county, as the place and the date beginning Tuesday, June 23rd, and to continue four days.

Respectfully submitted,

W. W. COLLINS,
JOHN W. BROWN,
E. C. SMEALLIE,
WM. C. ACKER,
D. C. GRUNDER,
Committee.

Mr. Kirkpatrick moved that as there was a report current that the hotel at Lake Placid had been destroyed by fire, that power be left in the hands of the committee on time and place, for the selection of another place, if necessary. Motion seconded and carried.

Report of secretary and treasurer read and accepted.

REPORT OF TREASURER JAMES W. IVES.

Patchogue, June 28, 1904.

RECEIPTS.

| | |
|-----------------------------------|----------------|
| Balance as per last report, | \$ 32 15 |
| Contributions received, | 320 00 |
| | <hr/> \$352 15 |

DISBURSEMENTS.

| | |
|--------------------------------------|---------------|
| Paid Spendelow Printing Co., | \$193 04 |
| Miss Greenville, stenographer, | 35 00 |
| Stenographer at convention, | 2 00 |
| Secretary and treasurer bill, | 19 30 |
| Printing programmes, | 15 75 |
| | <hr/> 265 09 |
| Balance in treasury, | <hr/> \$87 06 |

Motion made that the secretary and treasurer be paid \$50 a year for his services; that to be the salary. Seconded and carried.

Mr. Kerr:—Mr. Long has left and he requested me to read the report of the committee on resolutions. Report of committee on resolutions then read and accepted.

The committee on resolutions beg leave to report as follows:

Resolved, The members of the thirty-fourth annual convention of the superintendents of the poor wish to express their hearty appreciation of the entertainment provided by the committee of supervisors and citizens of Suffolk county. They especially wish to convey their thanks for the splendid banquet at the Clifton House, not forgetting their enjoyable ride to Easthampton Beach and the unique shore dinner at Peconic Bay.

They also tender their thanks to the Hon. Ed. Bailey, jr., and to Mr. John A. Potter, chairman of the local committee, who have been untiring in their efforts to provide for the comfort and pleasure of the members of this convention.

The convention also extends its thanks to Mr. John J. Kirkpatrick, superintendent of the poor of Suffolk county, who has done so

much to further the interests of this meeting and to provide for the enjoyment of the members.

The members of the convention also tender their thanks to the management of the Long Island R. R. for their courtesy in placing a special train at the disposal of the local committee, thereby enabling the members to enjoy the beautiful scenery for which the east end of Long Island is noted.

To the members of the press, and especially the Brooklyn Eagle, and to all others who have assisted in making this gathering a success, the convention extends its sincere thanks.

The convention also expresses its high appreciation of the courtesy of the State Board of Charities which has been represented by delegates during its session and hopes for a closer and continued coöperation in this work.

The thanks of the convention are hereby extended to the retiring president, Mr. Patrick Redmond, of Watertown, for the able and impartial manner in which he has guided the deliberations of this body.

Resolved, That the secretary of the convention be requested to forward a copy of the resolutions, duly attested, to all persons designated therein.

Signed,

L. L. LONG, Erie county.

F. J. LATTIMORE, Auburn.

HENRY D. KERR, Huntington.

A. B. PARKER, Jefferson county.

D. C. BROOKS, Tioga county.

Closing address by President Redmond:

The work of this convention is now ended, but I cannot leave without extending to you my thanks for the courtesy you have shown me throughout the sessions and the spirit of friendliness which has been apparent in the discussions. I am confident that the meeting has been one of profit to us all. I trust that you will take home with you the ideas that have been presented and in your several spheres make such application of them as opportunity may offer. In this way only will this convention be a success. In this way only will the cause of charity be advanced. In this way only shall we have performed our full duty and have fulfilled the commissions intrusted to us.

Wishing you a safe return to your homes and a prosperous, profitable and happy year, I now declare this convention adjourned.

LIST OF DELEGATES.

| | |
|---|-----------------------|
| Acker, Wm. C., (and wife) Supt. Steuben Co. . . . | Bath |
| Allen, John J., Supervisor | Elmira |
| Baker, Jonathan, (and wife) Keeper and Matron, Suffolk Co. | Yaphank |
| Baker, Mary F. and Rosalie | " |
| Band, Wm. H. | Mt. Vernon |
| Barry, John J., Catholic Home Bureau | 105 E 22d New York |
| Bernstein, Solomon, Supervisor | Elmira |
| Blair, George, Dept. Charities | New York |
| Bookhout, A. J., (and wife) Overseer | Oneonta |
| Brown, John W., (and wife) Supt. Otsego Co.. . | Cooperstown |
| Brooks, D. C., Supt. Tioga Co. | Spencer |
| Burr, Mr. and Mrs. Carll S. | Commack |
| Butler, Edmond J., Catholic Home Bureau . . | New York |
| Carstens, C. C. Asst. Sec. N. Y. City Charity Org. Society | New York |
| Child, Byron M., (and wife) Supt. State and Alien Poor | Albany |
| Ciegler, Edwin R., Supervisor, Oneida Co. . . | Ava |
| Clark, L., Com'r of Charities | Mt. Vernon |
| Clark, George B., Supervisor Genesee Co. . . | Pembroke |
| Collins, W. W., (and wife) Supt. of City Poor . | Newburgh |
| Connor, John, Clerk Bd. Supervisors, Columbia Co. | Philmont |
| Corbett, Florence R., Dept. Public Charities . | New York |
| Crosman, C., (and wife) Supt. Genesee Co. . . | Alexander |
| Craft, Geo. H., (and wife) " " " | Oakfield |
| Cullen, Mrs. Margaret, Erie Co. Agent | Buffalo |
| Deacon, Mary A., | New York |
| Decker, A. V., (and wife) Keeper, Greene Co. . | Cario |
| Devendorf, F. B., (and wife) | Watertown |
| Dimock, D., (wife and child) Supervisor . . | Corfu |
| Doherty, Wm. J., Catholic Home Bureau . . . | New York |
| Doty, John F., Supt. Wayne Co. | Wolcott |

| | |
|---|------------------|
| Doxey, F. W., (and wife) Commissioner | Newburgh |
| Drury, Margaret C. | Rochester |
| Dudley, H. A., Supervisor Wyoming Co. | Warsaw |
| Dougherty, James E., Deputy Com'r of Charities | New York |
| Ewell, Wm. H., Supt. Wyoming Co. | Wyoming |
| Eggleston, L. J., Ch. B'd Supervisors, Dutchess Co. | Millerton |
| Fitzgerald, J. M., (and wife) Supervisor Jefferson Co. | Sacketts Harbor |
| Ford, John I., Supervisor | Chemung Co. |
| Gardiner, Richard | Rochester |
| George, A. J., (and wife) Supervisor Wyoming Co. | Varysburg |
| Gilette, Willis, Supervisor Monroe Co. | Rochester |
| Goler, Amelia M., Children's Agent | " |
| Gorton, Harriet, L. I. State Hospital | Kings Park |
| Grant, R. O., (and wife) Supervisor Jefferson Co. | Thousand Islands |
| Grunder, D. C., (and wife) Supt. and Matron, All. Co. | Angelica |
| Graham, H. P., Mohawk and Hudson River Humane Society | Cohoes |
| Greene, B. F., Supervisor Dutchess Co. | Matteawan |
| Guy, Miss Elizabeth W., Children's Agent S. C. A. Asso. | New York |
| Hacker, Mary A., Supt. B. O. A. | Buffalo |
| Hallenbeck, Wells A., Supervisor Erie Co. | " |
| Hart, T. A., (and wife) Keeper and Matron, Genesee Co. | Linden |
| Hewitt, Leland, Supt. Cayuga Co. | Auburn |
| Hill, Robt. W., Inspector State Board of Charities | Albany |
| Hichcock, David W., (and wife) City Supt. | Poughkeepsie |
| Holleran, Daniel, Supervisor | Elmira |
| Hopkins, A., (and wife) | Armonk |
| House, Mrs. Jennie R., Erie Co. Agent | Holland |
| House, Dr. C. W. | " |
| Howard, Frederic, (and daughter) Supervisor Erie Co. | Buffalo |
| Ingalsbe, S. A., (and wife) Supervisor Genesee Co. | Oakfield |
| Ireland, John E., (and wife) | Amityville |
| Ives, James W., (and wife) Supt. Wyo. Co. | Java Village |

Jackson, Wm. B., (wife and daughter) Supervisor

| | |
|---|--------------------------|
| Erie Co. | Holland |
| Jordon, W. B., Supervisor | Dutchess Co. |
| Kerr, H. D., (and wife) State Board of Charities | Huntington |
| Kinkead, Rev. T. L. | Peekskill |
| Kirkpatrick, J. J., Supt. Suffolk Co. | Patchogue |
| Kinsella, P. A., and wife | Painted Post |
| Kelly, Wm. H., Supervisor Wayne Co. | Newark |
| Lainhart, Addison, Supt. Tioga Co. | Oswego |
| Lattimore, Frank J., Supt. Charities | Auburn |
| Lee, Albert H., (and wife) Supt. Niagara Co. | Lockport |
| Lee, Arthur D., Supervisor | Oneida Co. |
| Lodge, C. V., (and wife) Supt. Monroe Co. | Rochester |
| Long, L. L., (wife and three sons) Supt. Erie Co. | Buffalo |
| Louden, Wm. F. | Amityville |
| Louden, John | " |
| Lasher, Wm. H., Jr., Supervisor Columbia Co. | Germantown |
| Lathrop, Cyrus C., State Board Charities | Albany |
| Long, E. B., (and wife) Supt. Westchester Co. | White Plains |
| Luce, Dr. C. A., and wife | Amityville |
| Lyons, Samuel, Supervisor Wayne Co. | Pultneyville |
| Mabie, Henry, (and wife) | Patterson |
| Mayhew, F. W., (and wife) Supervisor | Watertown |
| Mayhew, Jennie E. | " |
| Meddough, F. W., (and wife) Supervisor | Elmira |
| McDuvall, Charles | East View |
| Miller, Geo. D., (and wife) Supt. Tioga Co. | Waverly |
| Miller, Calvin, (and wife) Supt. Sullivan Co. | Bethel |
| Morehouse, C. F., Supervisor Dutchess Co. | Red Hook |
| Mallery, W. A., jr., Ch. Bd. Supervisors Columbia Co. | Hillsdale |
| Miller, Jacob, Supervisor | Dutchess Co. |
| McNeil, R. J. | Patchogue |
| McKenna, Dr. Chas. F., Catholic Home Bureau | 105 E. 22d St., New York |
| Nichols, E. B., (and wife) Supt. Jeff. Co. | Watertown |
| Orwen, Mary R. | Rochester |
| Palmer, Isaac, Supervisor | Rochester |
| Parish, Dr. Charles E. (and wife) Supervisor | |
| Otsego Co. | Maryland |
| Parker, A. B., wife and son | Watertown |
| Pearse, S. W., (and wife) Supt. Saratoga Co. | Ballston Spa |

| | |
|---|----------------|
| Pierce, J. W., Supt. W. T. Home | White Plains |
| Prince, George, Record Clerk Supt. of Poor, Erie Co. | Buffalo |
| Quinn, R. C., Supt. Chenango Co. | Preston |
| Scoltic, Mrs. Julia N., Erie Co. Agent | Buffalo |
| Sherrill, D. S. | East Hampton |
| Smeallie, W. B., (wife and two daughters) Supt. Montgomery Co. | Sprakers |
| Smith, Nathan B., (and wife) Putnam Co | Carmel |
| Smith, D. C., (and wife) Supt. Oneida Co. | Rome |
| Smith, Harry C. (and wife) Superintendent | Kingston |
| Smith, A. D., Supt. Essex Co. | Whallonsburg |
| Smith, Warren P., (and wife) | Armonk |
| Stocking, M. T., Supt. St. Lawrence Co. | Canton |
| Redmond, P., (and wife) Supt. Charities | Watertown |
| Roe, John, (and wife) Supt. Greene Co | Greenville |
| Rivenburgh, J. H., Supt. Columbia Co. | Ghent |
| Townsend, W. H., (and wife) Supt. Yates Co. | Penn Yan |
| Tindall, J. W. | Auburn |
| Trimble, A. J., (and wife) Keeper | Auburn |
| Trott, E., Children's Aid Society | New York |
| Vanduzer, Wm. C., (wife and daughter) Supt. Chemung Co. | Elmira |
| Van Deusen, C. C., Overseer | East Hampton |
| Wade, Minnie B., | Hudson |
| Walter, Charles | Auburn |
| Wallis, W. J., | Albany |
| Warren, Arthur, Supervisor | Rochester |
| Weisz, C. E., Dep't Public Charities | New York |
| Westover, Orra R., Supt. Schenectady Co. | Schenectady |
| Whelan, Patrick | Yonkers |
| Wilber, J. J., Supervisor Columbia Co. | Chatham Centre |
| Wisner, R. S., Supt. Ontario Co. | Canandaigua |
| Wilson, M. J., Supervisor | Butler |
| Wurtenberg, Henrietta M., Erie Co. Agent | Buffalo |
| Zoller, Frank R., (and wife) Supt. Herkimer Co. | Middleville |

STATE OF NEW YORK

Salary Classification Commission

(Chapter 239 of the Laws of 1903)

ENOCH V. STODDARD, M. D.
President State Board of Charities, Chairman

OTTO KELSEY
State Comptroller

Secretary, ROBERT W. HEBBERD, The Capitol, Albany, N. Y.

SCHEDULE

OF

SALARIES AND WAGES

(INCLUDING ALLOWANCES FOR MAINTENANCE, VACATION AND LAUNDRY)
IN THE STATE CHARITABLE AND REFORMATORY INSTITUTIONS WHICH
REPORT TO THE FISCAL SUPERVISOR; ADOPTED BY THE STATE COMP-
TROLLER AND THE PRESIDENT OF THE STATE BOARD OF CHARITIES
SEPTEMBER 26, 1905, IN ACCORDANCE WITH THE REQUIREMENTS OF
CHAPTER 239 OF THE LAWS OF 1903; TO GO INTO EFFECT OCTOBER 1, 1905

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STATE OF NEW YORK

SALARY CLASSIFICATION COMMISSION

WHEREAS, By chapter 239 of the Laws of 1903, which amends chapter 413 of the Laws of 1897, known as the State Finance Law, and became a law April 24, 1903, the State Comptroller and the President of the State Board of Charities are required to classify into grades the officers and employes of the various charitable and reformatory institutions required by law to report to the Fiscal Supervisor, and to recommend to the Governor changes in the salaries and wages of such officers and employes. Now, therefore,

Resolved, That, in accordance with the provisions of the said statute, chapter 239 of the Laws of 1903, and by virtue of the authority thereby conferred, we, Enoch V. Stoddard, President of the State Board of Charities, and Otto Kelsey, State Comptroller, do hereby classify into grades the officers and employes of the various charitable and reformatory institutions required by law to report to the Fiscal Supervisor, and with the approval in writing of the Governor of the changes recommended in such salaries and wages, duly had and obtained, do hereby fix the salaries and wages to be paid such officers and employes, in accordance with the following schedules this day adopted, to go into effect October 1, 1905; always provided that sufficient means are appropriated by the Legislature and available for these purposes.

E. V. STODDARD,

President of the State Board of Charities.

OTTO KELSEY,

State Comptroller.

Dated, Albany, N. Y., *September 26, 1905.*

GENERAL RULES

I.

VACATIONS.

The following vacations, with salaries or wages, shall be allowed, but no compensation shall be granted for any further leave of absence that may be taken by any officer or employee:

A—4 weeks.

ADMINISTRATION DEPARTMENT.

Superintendents 4 weeks (28 days)

RELIGIOUS DEPARTMENT.

Chaplains 4 weeks (28 days)

MEDICAL DEPARTMENT.

Pathologists 4 weeks (28 days)

Physicians 4 weeks (28 days)

B—2 weeks.

ADMINISTRATION DEPARTMENT.

Assistant superintendents 2 weeks (14 days)

Agents 2 weeks (14 days)

Captain of boat..... 2 weeks (14 days)

Chief clerks 2 weeks (14 days)

Clerks 2 weeks (14 days)

Junior clerks 2 weeks (14 days)

Marshals 2 weeks (14 days)

Organists 2 weeks (14 days)

Stenographers 2 weeks (14 days)

FINANCE DEPARTMENT.

| | |
|-------------------------------|-------------------|
| Bookkeepers | 2 weeks (14 days) |
| Assistant bookkeepers | 2 weeks (14 days) |
| Book and storekeepers | 2 weeks (14 days) |
| Cashiers | 2 weeks (14 days) |
| Clerks | 2 weeks (14 days) |
| Junior clerks | 2 weeks (14 days) |
| Quartermaster | 2 weeks (14 days) |
| Assistant quartermaster | 2 weeks (14 days) |
| Stenographers | 2 weeks (14 days) |
| Stewards | 2 weeks (14 days) |
| Storekeepers | 2 weeks (14 days) |

SUPERVISION DEPARTMENT.

| | |
|-----------------------------|-------------------|
| Attendants | 2 weeks (14 days) |
| Chief guards | 2 weeks (14 days) |
| Guards | 2 weeks (14 days) |
| Inspectors | 2 weeks (14 days) |
| Matrons | 2 weeks (14 days) |
| Assistant matrons | 2 weeks (14 days) |
| Supervisors | 2 weeks (14 days) |
| Assistant supervisors | 2 weeks (14 days) |

ENGINEERING DEPARTMENT.

| | |
|--|-------------------|
| Chief engineers and electricians | 2 weeks (14 days) |
| Assistant engineers and electricians | 2 weeks (14 days) |

EDUCATIONAL—SCHOLASTIC DEPARTMENT.

Superintendents, assistant superintendents, teachers, instructors, stereotypers:

Those who are employed the entire year to
receive 2 weeks (14 days)

EDUCATIONAL—INDUSTRIAL DEPARTMENT.

Superintendents, instructors:

Those who are employed the entire year to
receive 2 weeks (14 days)

DISCIPLINE—MILITARY DEPARTMENT.

Instructors 2 weeks (14 days)

DISCIPLINE—NAUTICAL DEPARTMENT.

Instructors 2 weeks (14 days)

DISCIPLINE—PHYSICAL DEPARTMENT.

Instructors 2 weeks (14 days)

MEDICAL DEPARTMENT.

Matrons (hospital)..... 2 weeks (14 days)

Assistant matrons (hospital) 2 weeks (14 days)

Chief nurses 2 weeks (14 days)

Nurses 2 weeks (14 days)

Pharmacists 2 weeks (14 days)

Assistant physicians 2 weeks (14 days)

DOMESTIC DEPARTMENT.

Housekeepers 2 weeks (14 days)

KITCHEN DEPARTMENT.

Chefs 2 weeks (14 days)

Superintendents mess-hall and kitchen..... 2 weeks (14 days)

BUILDINGS AND REPAIRS.

Master mechanics 2 weeks (14 days)

C—I week.

ADMINISTRATION.

Coachmen 1 week (7 days)

Messengers 1 week (7 days)

Ushers 1 week (7 days)

Watchmen 1 week (7 days)

SUPERVISION.

Barbers 1 week (7 days)

ENGINEERING.

| | |
|--------------------------------|-----------------|
| Firemen | 1 week (7 days) |
| Electric-light linemen..... | 1 week (7 days) |
| Engine oilers and tenders..... | 1 week (7 days) |
| Steamfitters | 1 week (7 days) |
| Laborers | 1 week (7 days) |

INDUSTRIAL.

| | |
|--------------------|-----------------|
| Dressmakers | 1 week (7 days) |
| Cloakmakers | 1 week (7 days) |
| Hosemakers | 1 week (7 days) |
| Seamstresses | 1 week (7 days) |
| Shoemakers | 1 week (7 days) |
| Tailors | 1 week (7 days) |
| Tailoresses | 1 week (7 days) |

DOMESTIC.

| | |
|-----------------|-----------------|
| Domestics | 1 week (7 days) |
| Waiters | 1 week (7 days) |

KITCHEN.

| | |
|-----------------------|-----------------|
| Cooks | 1 week (7 days) |
| Assistant cooks | 1 week (7 days) |
| Kitchen helpers | 1 week (7 days) |

BAKERY.

| | |
|--------------|-----------------|
| Bakers | 1 week (7 days) |
|--------------|-----------------|

LAUNDRY.

| | |
|---------------------------------|-----------------|
| Head laundrymen | 1 week (7 days) |
| Launderers and laundresses..... | 1 week (7 days) |

BUILDINGS AND REPAIRS.

| | |
|-----------------------------|-----------------|
| Blacksmiths | 1 week (7 days) |
| Carpenters | 1 week (7 days) |
| Masons and bricklayers..... | 1 week (7 days) |
| Painters | 1 week (7 days) |
| Plumbers | 1 week (7 days) |

FARM AND GROUNDS.

| | |
|-------------------------|-----------------|
| Farmers | 1 week (7 days) |
| Assistant farmers | 1 week (7 days) |
| Florists | 1 week (7 days) |
| Gardeners | 1 week (7 days) |
| Laborers | 1 week (7 days) |
| Sewerage tenders | 1 week (7 days) |
| Teamsters | 1 week (7 days) |
| Dairymen | 1 week (7 days) |
| Butchers | 1 week (7 days) |

2.

MAINTENANCE.

Where maintenance is provided in these schedules for any employee, and the institution is unable to furnish it, \$10 per month shall be allowed in lieu thereof, apportioned at the rate of \$2.50 per month for each meal, and \$2.50 per month for lodging.

3.

LAUNDRY ALLOWANCE.

Employees residing at the institution shall be entitled to have a reasonable amount of laundry work done for them at the institution without charge.

4.

SCHOLASTIC TERM.

Payments to scholastic teachers shall be based on a ten month term of service, constituting the school year.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook.—The difference in amount of these salaries and wages and those of similar positions in other institutions is rendered necessary on account of the location and character of the hospital and the class of patients to be treated.

ADMINISTRATION

SUPERINTENDENTS.

New York State Reformatory, Elmira—\$3,500 a year and maintenance.

State Industrial School, Rochester—\$3,500 a year and maintenance.

House of Refuge, Randall's Island, N. Y.—\$4,000 a year and maintenance.

New York State Training School for Girls, Hudson; \$1,500 a year and maintenance. Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—Population under 200, \$1,200 a year and maintenance;* population, 200 to 500, \$1,500 a year and maintenance; population over 500, \$1,800 a year and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—\$4,000 a year and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—\$2,500 a year and maintenance.

Rome State Custodial Asylum, Rome—\$4,000 a year and maintenance.

Craig Colony, Sonyea—\$4,000 a year and maintenance.

New York State School for the Blind, Batavia—Population under 200, \$2,000 a year and maintenance; population 200 to 500, \$2,500 a year and maintenance; population over 500, \$3,000 a year and maintenance.

Thomas Indian School, Iroquois—\$2,000 a year and maintenance.

New York State Soldiers and Sailors' Home, Bath (commandant)—\$3,500 a year, with maintenance.

New York State Woman's Relief Corps Home, Oxford (superintendent and steward)—\$1,500 a year and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook—\$3,500 a year and maintenance.

* Reduction in salary not to occur unless the population continues less than 200 for six consecutive months.

ASSISTANT SUPERINTENDENTS.

New York State Reformatory, Elmira—\$2,500 a year and maintenance.

State Industrial School, Rochester—\$1,500 a year and maintenance.

House of Refuge, Randall's Island, N. Y.—\$1,800 a year and maintenance.

New York State Training School for Girls, Hudson; \$1,000 a year and maintenance. Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—Population under 200, \$900 a year and maintenance; *population, 200 to 500, \$1,000 a year and maintenance; population over 500, \$1,200 a year and maintenance.

New York State Soldiers and Sailors' Home, Bath (adjutant)—\$1,500 a year and dwelling, with fuel and light, on the Home grounds; fodder, also, for horse.

AGENTS.

New York State Reformatory, Elmira (transfer agent)—\$100 a month and maintenance.

New York State Reformatory, Elmira (parole agent—New York Prison Association)—\$1,200 a year; (parole agent, Buffalo)—\$300 a year.

State Industrial School, Rochester (parole agent—Prot.)—\$1,200 a year and maintenance.

State Industrial School, Rochester (parole agent—R. C.). See Catholic chaplain.

House of Refuge, Randall's Island, N. Y. (parole agent, man)—\$1,200 a year and maintenance; (assistant parole agent, man)—\$50 a month and maintenance.

New York State Training School for Girls, Hudson; (parole agent, woman)—\$720 a year and maintenance. Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford (parole agent, woman)—\$720 a year and maintenance.

*Reduction in salary not to occur unless the population continues less than 200 for six consecutive months.

Craig Colony, Sonyea—Not to exceed \$5 a day (as provided by chapter 356, Laws of 1902.)

New York State Soldiers and Sailors' Home, Bath (Eastern agent)—\$200 a year.

CAPTAIN OF BOAT.

House of Refuge, Randall's Island, N. Y. (Captain of ferry boat "Refuge")—\$105 a month and dwelling on the institution grounds.

CHIEF CLERKS.

New York State Reformatory, Elmira—\$1,500 a year and maintenance.

State Industrial School, Rochester—\$70 a month and maintenance.

House of Refuge, Randall's Island, N. Y.—\$900 a year and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—\$50 a month and maintenance.

CLERKS.

New York State Reformatory, Elmira—*\$35 to \$50 a month and maintenance.

State Industrial School, Rochester (superintendent's clerk)—†\$35 to \$40 a month and maintenance; other clerks, \$35 a month and maintenance.

JUNIOR CLERKS.

Syracuse State Institution for Feeble-Minded Children, Syracuse—\$15 a month and maintenance.

COACHMEN.

New York State Reformatory, Elmira—\$35 a month and maintenance.

State Industrial School, Rochester—\$35 a month and maintenance.

* Increase from minimum to maximum at the rate of \$5 a month per annum.

† Increase from minimum to maximum as follows: First year, \$35; second year, \$37.50; third year and thereafter, \$40.

- New York State Training School for Girls, Hudson—\$35 a month and maintenance.
- New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook—\$35 a month and maintenance.
- Western House of Refuge for Women, Albion—\$35 a month and maintenance.
- New York State Reformatory for Women, Bedford—\$35 a month and maintenance.
- Syracuse State Institution for Feeble-Minded Children, Syracuse—\$35 a month and maintenance.
- Rome State Custodial Asylum, Rome—\$35 a month and maintenance.
- New York State School for the Blind, Batavia—\$35 a month and maintenance.
- Craig Colony for Epileptics, Sonyea—\$35 a month and maintenance.
- New York State Soldiers and Sailors' Home, Bath—\$35 a month and maintenance.
- New York State Woman's Relief Corps Home, Oxford—\$35 a month and maintenance.
- New York State Custodial Asylum, Newark—\$35 a month and maintenance.
- Thomas Indian School, Iroquois—\$35 a month and maintenance.

MARSHALS.

- New York State Training School for Girls, Hudson (woman)—\$60 a month and maintenance.
- Western House of Refuge for Women, Albion (woman)—\$60 a month and maintenance.
- New York State Reformatory for Women, Bedford (woman)—\$60 a month and maintenance.

MESSENGERS.

- House of Refuge, Randall's Island, N. Y.—\$15 a month and maintenance.

BAND.

New York State Soldiers and Sailors' Home—To be composed of not to exceed a bandmaster and fourteen paid members classified as follows: Bandmaster, \$70 a month; musicians, one at \$50 a month, one at \$33 a month, six at \$28 a month, four at \$26 a month, one at \$25 a month, one at \$14 a month. Bandmaster and musicians to be furnished with necessary rooms and provisions.

ORGANISTS.

State Industrial School, Rochester (organist and usher—Prot.)—\$41.67 a month and maintenance.

State Industrial School, Rochester (organist—R. C.)—\$20.83 a month and maintenance.

PHOTOGRAPHER.

New York State Reformatory, Elmira—\$50 a month and maintenance.

STENOGRAPHERS.

State Industrial School, Rochester (woman)—\$40 a month and maintenance.

House of Refuge, Randall's Island, N. Y. (woman)—\$40 a month and maintenance.

New York State Training School for Girls, Hudson (woman)—\$30 a month and maintenance.

Western House of Refuge for Women, Albion (woman)—\$30 a month and maintenance.

New York State Reformatory for Women, Bedford (woman)—\$30 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman)—\$30 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark (woman)—\$30 a month and maintenance.

Rome State Custodial Asylum, Rome (woman)—\$30 a month and maintenance.

Craig Colony, Sonyea (woman)—\$40 a month and maintenance.

New York State School for the Blind, Batavia (woman)—\$30 a month and maintenance.

Thomas Indian School, Iroquois (woman)—\$30 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath (woman)—\$40 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw (woman)—\$30 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook—*\$35 to \$40 a month and maintenance.

USHERS.

Syracuse State Institution for Feeble-Minded Children, Syracuse (girl)—\$15 a month and maintenance.

Craig Colony, Sonyea (girl)—\$15 a month and maintenance.

New York State School for the Blind, Batavia (girl)—\$15 a month and maintenance.

WATCHMEN.

Syracuse State Institution for Feeble-Minded Children, Syracuse—\$35 a month and maintenance.

Rome State Custodial Asylum, Rome—\$35 a month and maintenance.

Craig Colony, Sonyea—\$35 a month and maintenance.

New York State School for the Blind, Batavia—\$45 a month during school year, without maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook—\$35 a month and maintenance.

* Increase from minimum to maximum at the rate of \$5 per month per annum.

FINANCE

BOOKKEEPERS.

- New York State Reformatory, Elmira (man)—\$75 a month and maintenance.
- House of Refuge, Randall's Island, N. Y.—\$70 a month and maintenance.
- New York State Training School for Girls, Hudson (woman)—\$45 a month and maintenance.
- Western House of Refuge for Women, Albion (woman)—\$45 a month and maintenance.
- Syracuse State Institution for Feeble-Minded Children, Syracuse (man)—\$50 a month and maintenance.
- State Custodial Asylum for Feeble-Minded Women, Newark (woman)—\$40 a month and maintenance.
- Rome State Custodial Asylum, Rome (man)—\$50 a month and maintenance.
- Craig Colony, Sonyea (man)—\$75 a month and maintenance.
- New York State School for the Blind, Batavia (man)—\$45 a month and maintenance.
- Thomas Indian School, Iroquois (woman)—\$40 a month and maintenance.
- New York State Soldiers and Sailors' Home, Bath (man)—\$100 a month and maintenance.
- New York State Woman's Relief Corps Home, Oxford (and stenographer, woman)—\$50 a month and maintenance.
- New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook (storekeeper and purchase clerk)—\$1,000 to \$1,200 a year and maintenance.

ASSISTANT BOOKKEEPERS.

- New York State Soldiers and Sailors' Home, Bath (man)—\$40 a month and maintenance.

BOOK AND STOREKEEPERS.

New York State Training School for Girls, Hudson (woman)—
\$45 a month and maintenance.

Western House of Refuge for Women, Albion (woman)—\$45
a month and maintenance.

New York State Reformatory for Women, Bedford (woman)—
\$45 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed
Children, West Haverstraw—\$60 a month and maintenance.

CASHIER.

New York State Soldiers and Sailors' Home, Bath—\$1,200 a
year without maintenance. Assistant cashier, \$75 a month
and maintenance.

CLERKS.

State Industrial School, Rochester (woman)—\$50 a month and
maintenance.

House of Refuge, Randall's Island, N. Y.—\$60 a month and
maintenance.

House of Refuge, Randall's Island, N. Y. (treasurer's clerk)—
\$25 a month without maintenance.

JUNIOR CLERKS.

New York State Reformatory, Elmira.—\$35 to \$50 a month and
maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark
(woman)—\$20 a month and maintenance.

QUARTERMASTER.

New York State Soldiers and Sailors' Home, Bath—\$1,800 a
year and dwelling, with fuel and light, on the Home ground;
also use of horse and wagon, with board for the horse.

ASSISTANT QUARTERMASTER.

New York State Soldiers and Sailors' Home, Bath—\$75 a month
and maintenance.

STENOGRAPHER.

Craig Colony, Sonyea.—\$40 a month and maintenance.

STEWARDS.

New York State Reformatory, Elmira.—\$1,500 a year and maintenance.

State Industrial School, Rochester.—\$1,500 a year without maintenance.

House of Refuge, Randall's Island.—\$1,500 a year and maintenance.

New York State Training School for Girls, Hudson (woman)—\$1,000 a year and maintenance.

Western House of Refuge for Women, Albion—Population under 200, \$1,200 a year; over 200, \$1,500 a year, without maintenance.

New York State Reformatory for Women, Bedford (woman)—\$1,000 a year and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse.—\$1,200 a year and maintenance.

Rome State Custodial Asylum, Rome.—\$1,200 a year and maintenance; when population is 500, \$1,500 a year, without maintenance.

Craig Colony, Sonyea.—\$1,500 a year and maintenance; when population is 1,000, \$1,800 a year and maintenance.

New York State School for the Blind, Batavia (steward and storekeeper)—Population under 200, \$1,000 a year and board; over 200, \$1,200 a year and board.

New York State Soldiers and Sailors' Home, Bath. See Quartermaster.

STOREKEEPERS.

Scale of wages on which compensation is based:

Population under 200—Women, \$35, men, \$45 a month and maintenance.

Population 200 to 500—Women, \$40, men, \$50 a month and maintenance.

Population 500 to 1,000—Women, \$45, men, \$55 a month and maintenance.

Population over 1,000—Women, \$50, men, \$60 a month and maintenance.

(See compensation at various institutions following.)

New York State Reformatory, Elmira—\$60 a month and maintenance.

State Industrial School, Rochester—\$55 a month and maintenance.

House of Refuge, Randall's Island—\$55 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—\$55 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—\$40 a month and maintenance.

Rome State Custodial Asylum, Rome—\$50 a month and maintenance.

Craig Colony, Sonyea—\$50 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—\$40 a month and maintenance.

TREASURERS.

Craig Colony, Sonyea—\$100 a month, as provided by chapter 546 of the Laws of 1896.

SUPERVISION

ATTENDANTS.

State Industrial School, Rochester, women—*\$20 to \$25 a month and maintenance.

House of Refuge, Randall's Island, women—*\$20 to \$25 a month and maintenance; man at waiting room on dock, \$35 a month without maintenance.

House of Refuge, Randall's Island—Man at waiting room on dock, \$35 a month without maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse; State Custodial Asylum for Feeble-Minded Women, Newark; Rome State Custodial Asylum, Rome—Men, night, \$25 a month; men, day, *\$20 to \$25 a month; women, night, †\$16 to \$20 a month; women, day, †\$14 to \$18 a month and maintenance.

Craig Colony, Sonyea—Men, night, \$25 a month; men, day, *\$20 to \$25 a month; women, night, †\$16 to \$20 a month; women, day, †\$14 to \$18 a month and maintenance.

Thomas Indian School, Iroquois—†\$16 to \$20 a month and maintenance.

BARBERS.

New York State Soldiers and Sailors' Home, Bath—\$15 a month and board for himself and assistant. Members of the Home who have pensions, pay for his services to them.

Rome State Custodial Asylum, Rome—\$30 a month and maintenance.

Craig Colony, Sonyea—\$30 a month and maintenance.

CHIEF GUARDS.

New York State Reformatory, Elmira—\$75 a month and maintenance.

*Increase from minimum to maximum, as follows: First year, \$20 per month; second year \$22 per month; third year and thereafter, \$25 per month.

†Increase from minimum to maximum at the rate of \$2 a month per annum.

State Industrial School, Rochester—\$60 a month and maintenance.

House of Refuge, Randall's Island—\$60 a month and maintenance.

GUARDS.

New York State Reformatory, Elmira—*\$40 to \$60 a month and maintenance.

State Industrial School, Rochester—\$45 a month and maintenance.

House of Refuge, Randall's Island—*\$40 to \$50 a month and maintenance.

New York State Training School for Girls, Hudson—\$45 a month, without maintenance.

Western House of Refuge, Albion—\$45 a month, without maintenance.

New York State Reformatory for Women, Bedford—\$45 a month, without maintenance.

INSPECTOR.

New York State Soldiers and Sailors' Home, Bath—\$100 a month and dwelling, with fuel and light, on the Home grounds.

MATRONS.

State Industrial School, Rochester—\$1,200 a year and maintenance; (fourth division), \$1,000 a year and maintenance.

House of Refuge, Randall's Island—\$1,200 a year and maintenance.

New York State Training School for Girls, Hudson—(Prison) \$70 a month and maintenance; cottage, \$40 a month; population over 30, \$41.66 a month and maintenance. At Syphilitic Cottage \$5 a month additional.

Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—Prison population under 200, \$60 a month; 200 to 500, \$70 a month and maintenance. Cottage—\$40 a month; population over 30, \$41.66 a month and maintenance.

* Increase from minimum to maximum at the rate of \$5 a month per annum.

Syracuse State Institution for Feeble-Minded Children, Syracuse (general)—\$75 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark (general)—\$75 a month and maintenance.

Rome State Custodial Asylum, Rome—\$60 a month and maintenance.

Craig Colony, Sonyea—\$75 a month and maintenance.

New York State School for the Blind, Batavia (general)—\$50 a month and maintenance.

Thomas Indian School, Iroquois (general)—\$800 a year and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw—\$50 a month and maintenance.

ASSISTANT MATRONS.

State Industrial School, Rochester (fourth division), \$40 a month and maintenance; (wives of Supervisors of Farm Cottages), \$25 a month and maintenance.

House of Refuge, Randall's Island—\$40 a month and maintenance.

New York State Training School for Girls, Hudson—(First assistant, prison), \$35 a month and maintenance; (assistant, prison), \$30 a month and maintenance; (assistant, cottage), \$30 a month and maintenance. At Syphilitic Cottage, \$5 a month additional; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—(first assistant, prison), \$35 a month and maintenance; (assistant, prison), \$30 a month and maintenance; (assistant, cottage), \$30 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (main building and girls' department)—\$35 a month and maintenance; (assistant), \$25 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—\$25 a month and maintenance.

Rome State Custodial Asylum, Rome—\$25 a month and maintenance.

Craig Colony, Sonyea—\$25 a month and maintenance.

New York State School for the Blind, Batavia—\$25 a month and maintenance.

Thomas Indian School, Iroquois—\$25 a month and maintenance.

SUPERVISORS.

State Industrial School, Rochester (farm cottages)—\$50 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (head of boys' department)—\$45 a month and maintenance.

Rome State Custodial Asylum, Rome—*\$30 to \$35 a month and maintenance.

Craig Colony, Sonyea (women)—†\$30 to \$40 a month and maintenance; (men), ‡\$35 to \$45 a month and maintenance.

ASSISTANT SUPERVISORS.

Rome State Custodial Asylum, Rome (men)—‡\$25 to \$30 per month and maintenance.

* Increase from minimum to maximum as follows: First year, \$30; second year, \$32; third year and thereafter, \$35.

† Increase from minimum to maximum, at the rate of \$5. a month per annum.

‡ Increase from minimum to maximum, as follows: First year \$25; second year, \$27; third year and thereafter, \$30.

ENGINEERING.

ENGINEERS AND ELECTRICIANS.

Must be licensed engineers, or must have satisfactorily passed certain practical tests instituted by the State Civil Service Commission, and be qualified to attend to and manage electric plants: New York State Reformatory, Elmira—\$100 a month and maintenance.

State Industrial School, Rochester—\$83.33 a month and maintenance.

House of Refuge, Randall's Island—\$100 a month and maintenance. Engineer of boat "Refuge," \$70 a month and maintenance.

New York State Training School for Girls, Hudson—*\$60 to \$75 a month and maintenance, or \$10 a month in lieu thereof.

Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—*\$60 to \$75 a month and maintenance, or \$10 a month extra in lieu thereof.

Syracuse State Institution for Feeble-Minded Children, Syracuse—\$75 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—\$75 a month and maintenance.

Rome State Custodial Asylum, Rome—\$75 a month and maintenance.

Craig Colony, Sonyea—\$100 a month, with cottage, fuel and light.

New York State School for the Blind, Batavia—*\$60 to \$75 a month and maintenance.

Thomas Indian School, Iroquois—*\$60 to \$75 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—\$1,400 a year, with dwelling, fuel and light.

New York State Woman's Relief Corps Home, Oxford—*\$60 to \$75 a month and maintenance.

* Increase from minimum to maximum at the rate of \$5 a month per annum.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook—*\$60 to \$75 a month and maintenance.

ASSISTANT ENGINEERS AND ELECTRICIANS.

Must be licensed engineers, or must have satisfactorily passed certain practical tests instituted by the State Civil Service Commission, and be qualified to attend to and manage steam and electric plant in absence of engineer.

New York State Reformatory, Elmira—*\$50 to \$65 a month and maintenance.

State Industrial School, Rochester—*\$50 to \$65 a month and maintenance.

House of Refuge, Randall's Island—*\$50 to \$65 a month and maintenance.

New York State Training School for Girls, Hudson—*\$40 to \$50 a month, and maintenance or \$10 a month extra in lieu thereof.

Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—*\$40 to \$50 a month, and maintenance or \$10 a month extra in lieu thereof.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*\$40 to \$50 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—*\$40 to \$50 a month and maintenance.

Rome State Custodial Asylum, Rome—*\$40 to \$50 a month and maintenance.

Craig Colony, Sonyea—*\$50 to \$65 a month and maintenance.

New York State School for the Blind, Batavia—*\$40 to \$50 a month and maintenance.

Thomas Indian School, Iroquois—*\$40 to \$50 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—*\$50 to \$65 a month and maintenance.

New York State Woman's Relief Corps Home—*\$40 to \$50 a month and maintenance.

* Increase from minimum to maximum at the rate of \$5 a month per annum.

FIREMEN.

To be paid a uniform rate of \$35 a month and maintenance, or \$10 a month in lieu thereof, for twelve-hour shifts. For amount paid at each institution see following.

New York State Reformatory, Elmira—\$35 a month and maintenance.

State Industrial School, Rochester—\$35 a month and maintenance.

House of Refuge, Randall's Island—\$35 a month and maintenance.

New York State Training School for Girls, Hudson—\$35 a month and maintenance.

Western House of Refuge for Women, Albion—\$35 a month and maintenance.

New York State Reformatory for Women, Bedford—\$35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—\$35 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—\$35 a month and maintenance.

Rome State Custodial Asylum, Rome—\$35 a month and maintenance.

Craig Colony for Epileptics, Sonyea—\$35 a month and maintenance.

New York State School for the Blind, Batavia—\$35 a month and maintenance.

Thomas Indian School, Iroquois—\$35 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—\$35 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—\$35 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook—\$35 a month and maintenance.

ELECTRIC-LIGHT LINEMEN.

New York State Soldiers and Sailors' Home, Bath—\$45 a month and maintenance.

ENGINE OILER AND TENDER.

New York State Soldiers and Sailors' Home, Bath—\$35 a month and maintenance.

STEAMFITTER.

New York State Soldiers and Sailors' Home, Bath—\$45 a month without maintenance.

LABORERS.

New York State Reformatory, Elmira—\$20 to \$25 a month and maintenance.

Craig Colony for Epileptics, Sonyea—*\$20 to \$25 per month and maintenance.

New York State Soldiers and Sailors' Home, Bath—*\$20 to \$25 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook—\$30 a month and maintenance. (Additional laborers, if employed, to be classified at \$20 to \$25 a month and maintenance, as at present.)

* Increase from minimum to maximum being as follows: First year, \$20; second year \$22; third year and thereafter, \$25.

EDUCATIONAL—SCHOLASTIC.

SUPERINTENDENTS.

New York State Reformatory, Elmira—\$1,500 a year and maintenance.

State Industrial School, Rochester—\$1,000 a year and maintenance.

House of Refuge, Randall's Island—\$1,500 a year and board.

ASSISTANT SUPERINTENDENTS.

House of Refuge, Randall's Island—\$70 a month and board.

TEACHERS.

All scholastic teachers must hold at least a second-grade certificate.

TEACHERS—Arithmetic.

State Industrial School, Rochester—*\$40 to \$60 a month and board.

TEACHERS—Bookkeeping.

State Industrial School, Rochester—*\$40 to \$60 a month and board.

TEACHERS—Clay Modeling.

State Industrial School, Rochester—\$25 a month.

TEACHERS—Freehand Drawing.

New York State Reformatory, Elmira—\$300 per annum for lessons (not to exceed).

State Industrial School, Rochester—*\$40 to \$60 a month and board.

* Increase from minimum to maximum at the rate of \$5 per month per annum

TEACHERS—General.

State Industrial School, Rochester—*\$40 to \$60 a month and board.

New York State Hospital for Crippled and Deformed Children, West Haverstraw—*\$30 to \$40 a month and maintenance.

House of Refuge, Randall's Island—*\$50 to \$60 a month and such meals as may be necessary.

New York State Training School for Girls, Hudson—Head teachers, *\$40 to \$50 a month and maintenance; teachers, †\$30 to \$35 a month and maintenance.

Western House of Refuge for Women, Albion—Head teachers, *\$40 to \$50 a month and maintenance; teachers, †\$30 to \$35 a month and maintenance.

New York State Reformatory for Women, Bedford—Head teachers, *\$40 to \$50 a month and maintenance; teachers, †\$30 to \$35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—Head teachers, *\$40 to \$50 a month and maintenance; teachers, *\$30 to \$40 a month and maintenance.

New York State Custodial Asylum, Newark—Head teachers, *\$40 to \$50 a month and maintenance; teachers, *\$30 to \$40 a month and maintenance.

Rome State Custodial Asylum, Rome—Head teachers, *\$40 to \$50 a month and maintenance; teachers, *\$30 to \$40 a month and maintenance.

Craig Colony for Epileptics, Sonyea—Head teachers, *\$40 to \$50 a month and maintenance; teachers, *\$30 to \$40 a month and maintenance.

New York State School for the Blind, Batavia—Head teacher, \$900 per annum and maintenance; teachers, \$400 to \$600 per annum and maintenance.

Thomas Indian School, Iroquois—Head teacher (man), *\$50 to \$60 a month and maintenance; teachers (women), *\$35 to \$45 a month and maintenance.

TEACHERS—Geography.

State Industrial School, Rochester—*\$40 to \$60 a month and board.

* Increase from minimum to maximum at the rate of \$5 a month per annum.

† Increase from minimum to maximum as follows: First year, \$30; second year, \$32; third year and thereafter, \$35.

TEACHERS—Geometry.

State Industrial School, Rochester—*\$40 to \$60 a month and board.

TEACHERS—History.

State Industrial School, Rochester—*\$40 to \$60 a month and board.

TEACHERS—Kindergarten.

Thomas Indian School, Iroquois—*\$35 to \$45 a month and maintenance.

TEACHERS—Language.

State Industrial School, Rochester—*\$40 to \$60 a month and board.

TEACHERS—Music.

New York State Reformatory, Elmira—\$60 a month without maintenance.

State Industrial School, Rochester—*\$40 to \$60 a month and board.

House of Refuge, Randall's Island—*\$50 to \$60 a month and such meals as may be necessary.

New York State Training School for Girls, Hudson—†\$30 to \$35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*\$30 to \$40 a month and maintenance.

New York State School for the Blind, Batavia—Head teacher, \$900 per annum and maintenance; teachers, \$400 to \$600 a year and maintenance.

Thomas Indian School, Iroquois—*\$35 to \$45 a month and maintenance.

TEACHERS—Reading.

State Industrial School, Rochester—*\$40 to \$60 a month and board.

* Increase from minimum to maximum at the rate of \$5 a month per annum.

† Increase from minimum to maximum as follows: First year, \$30, second year, \$32; third year and thereafter, \$35.

TEACHERS—Science.

State Industrial School, Rochester—*\$40 to \$60 a month and board.

TEACHERS—Stenography.

New York State Reformatory, Elmira—\$75 a month and maintenance.

TEACHERS—Tuning.

New York State School for the Blind, Batavia—\$900 per annum and board.

STEREOTYPER.

New York State School for the Blind, Batavia—\$50 a month and maintenance.

* Increase from minimum to maximum at the rate of \$5 a month per annum.

EDUCATIONAL—INDUSTRIAL

SUPERINTENDENT OF TRADE SCHOOLS.

New York State Reformatory, Elmira—\$1,500 to \$1,800 a year and maintenance.

INSTRUCTORS.

INSTRUCTORS—Baking.

New York State Reformatory, Elmira—\$60 a month and maintenance.

State Industrial School, Rochester—\$60 a month and maintenance.

House of Refuge, Randall's Island—\$60 a month and maintenance.

INSTRUCTOR—Band.

State Industrial School, Rochester—\$65 a month and maintenance.

INSTRUCTORS—Bookbinding.

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

State Industrial School, Rochester—*\$65 to \$75 a month and board.

House of Refuge, Randall's Island—*\$65 to \$75 a month and board.

INSTRUCTORS—Blacksmithing.

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

State Industrial School, Rochester—*\$65 to \$75 a month and board.

House of Refuge, Randall's Island—*\$65 to \$75 a month and board.

* Increase from minimum to maximum to be at the rate of \$5 a month per annum; when lodging is given to those entitled to board only, the sum of \$2.50 a month is to be deducted from the wages.

INSTRUCTORS—Brass-smithing.

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

INSTRUCTORS—Broommaking.

New York State School for the Blind, Batavia—\$50 a month and maintenance.

INSTRUCTORS—Carpentry.

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

State Industrial School, Rochester—*\$65 to \$75 a month and board.

House of Refuge, Randall's Island—*\$65 to \$75 a month and board.

Thomas Indian School, Iroquois—*\$65 to \$75 a month and maintenance.

INSTRUCTORS—Cooking.

New York State Training School for Girls, Hudson—\$40 a month and maintenance.

New York State Reformatory for Women, Bedford—\$40 a month and maintenance.

INSTRUCTORS—Drawing and Wood Carving.

House of Refuge, Randall's Island—*\$65 to \$75 a month and board.

INSTRUCTORS—Dressmaking.

New York State Training School for Girls, Hudson—\$40 a month and maintenance.

Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—\$40 a month and maintenance.

INSTRUCTORS—Electrical Construction.

State Industrial School, Rochester—\$60 a month and maintenance.

* Increase from minimum to maximum at the rate of \$5 a month per annum; when lodging is given to those entitled to board only \$2.50 a month is to be deducted from the wages.

House of Refuge, Randall's Island—\$60 a month and maintenance.

INSTRUCTORS—Laundering.

State Industrial School, Rochester (man)—\$60 a month and maintenance; (woman), \$30 a month and maintenance.

House of Refuge, Randall's Island (man)—\$60 a month and maintenance.

New York State Training School for Girls, Hudson (woman)—\$30 a month and maintenance.

Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford (woman)—\$30 a month and maintenance.

INSTRUCTORS—Machinery.

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

State Industrial School, Rochester—*\$65 to \$75 a month and board.

House of Refuge, Randall's Island—*\$65 to \$75 a month and board.

INSTRUCTORS—Manual Training.

State Industrial School, Rochester (woman)—\$45 a month and board.

INSTRUCTORS—Masonry and Bricklaying.

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

State Industrial School, Rochester—*\$65 to \$75 a month and board.

House of Refuge, Randall's Island—*\$65 to \$75 a month and board.

INSTRUCTORS—Molding.

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

* Increase from minimum to maximum at the rate of \$5 a month per annum; when lodging is given to those entitled to board only, \$2.50 per month is to be deducted from the wages.

State Industrial School, Rochester—*\$65 to \$75 a month and board.

INSTRUCTORS—Painting.

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

State Industrial School, Rochester—*\$65 to \$75 a month and board.

House of Refuge, Randall's Island—*\$65 to \$75 a month and board.

INSTRUCTORS—Pattern-makers.

State Industrial School, Rochester—*\$65 to \$75 a month and board.

INSTRUCTORS—Plumbing.

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

House of Refuge, Randall's Island—*\$65 to \$75 a month and board.

INSTRUCTORS—Printing.

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

State Industrial School, Rochester—*\$65 to \$75 a month and board.

House of Refuge, Randall's Island—*\$65 to \$75 a month and board.

INSTRUCTORS—Sewing.

New York State Training School for Girls, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford (woman)—\$30 a month and maintenance.

State Custodial Asylum, Newark (woman)—\$30 a month and maintenance.

Rome State Custodial Asylum (woman)—\$30 a month and maintenance.

New York State School for the Blind, Batavia (teaches the blind)—\$50 a month and maintenance for the school term.

* Increase from minimum to maximum at the rate of \$5 a month per annum; when lodging is given to those entitled to board only, \$2.50 per month is to be deducted from the wages.

INSTRUCTORS—Shoemaking.

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

State Industrial School, Rochester—*\$65 to \$75 a month and board.

House of Refuge, Randall's Island—*\$65 to \$75 a month and board.

INSTRUCTORS—Sloyd.

New York State Reformatory, Elmira—\$60 a month and maintenance.

House of Refuge, Randall's Island—*\$65 to \$75 a month and board.

Craig Colony, Sonyea—\$60 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—\$500 a year and maintenance, if taken at institution.

INSTRUCTORS—Steam and Gas Fitting.

New York State Reformatory, Elmira (occasional employment)—Not to exceed \$200 a year.

State Industrial School, Rochester—*\$65 to \$75 a month and board.

INSTRUCTORS—Tailoring.

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

State Industrial School, Rochester—*\$65 to \$75 a month and board.

House of Refuge, Randall's Island (man)—*\$65 to \$75 a month and maintenance.

INSTRUCTORS—Telegraphy.

New York State Reformatory, Elmira—\$50 a month and maintenance.

INSTRUCTORS—Tinsmithing.

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

* Increase from minimum to maximum at the rate of \$5 a month per annum; when lodging is given to those entitled to board only, \$2.50 per month is to be deducted from the wages.

INSTRUCTORS—Upholstering.

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

INSTRUCTORS—Wood-carving (or Sloyd).

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

INSTRUCTORS—Woodworking Machinery and Cabinet-making.

New York State Reformatory, Elmira—*\$65 to \$75 a month and board.

* Increase from minimum to maximum at the rate of \$5 a month per annum; when lodging is given to those entitled to board only, \$2.50 per month is to be deducted from the wages.

INDUSTRIAL

DRESSMAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse—\$16 a month and maintenance.

CLOAKMAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse—\$16 a month and maintenance.

HOSEMAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse—\$16 a month and maintenance.

SEAMSTRESSES.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*\$12 to \$16 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—*\$12 to 16 a month and maintenance.

Rome State Custodial Asylum, Rome—*\$12 to \$16 a month and maintenance.

Craig Colony, Sonyea—*\$12 to \$16 a month and maintenance.

Thomas Indian School, Iroquois—*\$12 to \$16 a month and maintenance.

SHOEMAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse—\$42.50 a month and dinner.

TAILORS.

New York State Reformatory, Elmira—\$60 a month and maintenance.

Craig Colony, Sonyea—\$50 a month and maintenance.

TAILORESS.

Syracuse State Institution for Feeble-Minded Children, Syracuse—†\$20 to \$30 a month and maintenance.

* Increase from minimum to maximum at the rate of \$2 a month per annum.

† Increase from minimum to maximum at the rate of \$5 a month per annum.

DISCIPLINE

INSTRUCTORS—Military.

New York State Reformatory, Elmira—\$1,200 to \$1,400 a year and maintenance; assistant, \$900 to \$1,000 a year and maintenance.

State Industrial School, Rochester (colonel)—\$1,200 a year and maintenance; (major), \$660 a year and maintenance.

House of Refuge, Randall's Island (colonel)—\$1,200 a year and maintenance.

INSTRUCTORS—Physical.

New York State Reformatory, Elmira—\$1,000 to \$1,200 a year and maintenance.

State Industrial School, Rochester—\$50 a month and maintenance.

New York State Training School for Girls, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—\$45 a month and maintenance.

New York State School for the Blind, Batavia—\$70 a month and maintenance.

RELIGIOUS

CHAPLAINS.

- New York State Reformatory, Elmira (resident Prot.)—\$1,200 a year and dwelling, with light and fuel; (visiting R. C.) \$600 a year; (visiting Rabbi) \$20 a month without maintenance.
- State Industrial School, Rochester (resident Prot.)—\$900 a year and maintenance; (Catholic chaplain and parole agent) \$1,200 a year and maintenance.
- Craig Colony, Sonyea (resident Prot.)—\$600 a year and maintenance; (resident R. C.) \$600 a year and maintenance.
- New York State Soldiers and Sailors' Home (resident Prot. and resident Catholic)—\$1,200 a year and dwelling, with fuel and light, on Home grounds.

MEDICAL

DENTISTS.

New York State Reformatory, Elmira—Not to exceed \$40 a month without maintenance.

State Industrial School, Rochester—Not to exceed \$40 a month without maintenance.

House of Refuge, Randall's Island—Not to exceed \$40 a month without maintenance.

HOSPITAL ATTENDANTS.

New York State Soldiers and Sailors' Home, Bath—*\$20 to \$25 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—\$20 a month and maintenance.

MATRONS OF HOSPITAL.

Must be graduates of a training school.

State Industrial School, Rochester—\$50 a month and maintenance.

New York State Training School for Girls, Hudson—\$60 a month and maintenance.

Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—Population under 200, \$50 a month; 200 to 500, \$60 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—\$60 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook—†\$50 to \$60 a month and maintenance.

ASSISTANT MATRON OF HOSPITAL.

Syracuse State Institution for Feeble-Minded Children, Syracuse—*\$20 to \$25 a month and maintenance.

* Increase from minimum to maximum to be as follows: first year, \$20; second year, \$22 third year and thereafter, \$25.

† Increase from minimum to maximum at the rate of \$5 a month per annum.

CHIEF NURSES.

Must be graduates of a training school.

New York State Reformatory, Elmira—\$40 a month and maintenance.

State Industrial School, Rochester—\$40 a month and maintenance.

Craig Colony, Sonyea (Peterson Hospital)—*\$35 to \$40 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—\$40 a month and maintenance.

House of Refuge, Randall's Island—\$50 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—\$40 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook—\$40 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw—\$35 a month and maintenance.

NURSES.

Must be graduates of a training school.

State Industrial School, Rochester—\$35 a month and maintenance.

House of Refuge, Randall's Island—\$35 a month and maintenance.

New York State Training School for Girls, Hudson—\$35 a month and maintenance.

Western House of Refuge for Women, Albion—\$35 a month and maintenance.

New York State Reformatory for Women, Bedford—\$35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—\$35 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—\$35 a month and maintenance.

Craig Colony, Sonyea—\$35 a month and maintenance.

* Increase from minimum to maximum to be as follows: first year, \$35; second year, \$37.50; third year and thereafter, \$40.

Thomas Indian School, Iroquois—\$35 a month and maintenance.
New York State Soldiers and Sailors' Home, Bath—\$35 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—\$35 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw—\$35 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook—(woman), \$35 a month and maintenance; (man), \$35 a month and maintenance.

OPTICAL SURGEONS.

New York State Reformatory, Elmira—\$40 a month, without maintenance.

State Industrial School, Rochester—\$40 a month, without maintenance.

House of Refuge, Randall's Island—\$50 a month, without maintenance.

New York State Soldiers and Sailors' Home, Bath—\$25 a month, without maintenance.

New York State School for the Blind, Batavia—\$100 a year, without maintenance.

PATHOLOGIST.

Craig Colony, Sonyea—Not to exceed \$2,500 a year and maintenance for self and assistant.

PHARMACIST.

New York State Reformatory, Elmira—\$45 a month and maintenance.

Craig Colony, Sonyea—\$45 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—\$45 a month and maintenance.

PHYSICIANS.

New York State Reformatory, Elmira (resident)—\$2,000 a year and maintenance.

State Industrial School, Rochester (resident)—\$1,200 to \$1,500 a year and maintenance.

House of Refuge, Randall's Island (resident)—\$1,200 to \$1,500 a year and maintenance.

New York State Training School for Girls, Hudson—\$1,000 a year and maintenance.

Western House of Refuge for Women, Albion; (nonresident, woman) \$50 a month, without maintenance; New York State Reformatory for Women, Bedford (resident, woman)—Population under 200, \$840 a year; *population between 200 and 500, \$1,000 a year; population over 500, \$1,200 a year and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman)—\$1,000 a year and maintenance; (man), \$1,200 a year and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—\$1,000 a year and maintenance.

Rome State Custodial Asylum, Rome (man)—\$1,200 to \$1,500 a year and maintenance.

New York State School for the Blind, Batavia—\$300 a year, without maintenance.

Thomas Indian School, Iroquois—\$400 a year without maintenance.

New York State Soldiers and Sailors' Home, Bath—\$1,800 a year and dwelling, with fuel and light, on the Home grounds, also board for horse.

ASSISTANT PHYSICIANS.

New York State Reformatory, Elmira—\$600 to \$900 a year and maintenance.

Rome State Custodial asylum, Rome—\$600 to \$900 a year and maintenance.

Craig Colony, Sonyea (first assistant physician)—population under 1,000, \$1,800 a year and maintenance; population over 1,000, \$2,000 a year and maintenance; (woman), †\$1,000 to \$1,500 a year and maintenance; (second assistant physician)—population under 1,000, \$1,200 a year and maintenance; over 1,000, \$1,500 a year and maintenance; (third assistant physician)—population under 1,000, \$1,000 a year and maintenance; over 1,000, \$1,200 a year and maintenance; (‡medical internes)—\$50 a month and maintenance.

*Reduction in salary not to occur unless the population continues less than 200 for six consecutive months.

†Increase from minimum to maximum at the rate of \$100 a year per annum.

‡One medical interne allowed for each 250 inmates up to 1,000.

New York State Soldiers and Sailors' Home (assistant surgeon)
—\$1,200 a year and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook—\$1,500 a year and maintenance; medical internes (when population reaches 100), \$600 a year and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw (resident)—\$75 a month and maintenance.

DOMESTIC

DOMESTICS.

Except House of Refuge, Randall's Island, and New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis—*\$14 to \$15 a month and maintenance.

House of Refuge, Randall's Island—*\$15 to \$18 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook—*\$14 to \$16 a month and maintenance.

HOUSEKEEPERS.

New York State Reformatory, Elmira—\$30 a month and maintenance.

State Industrial School Rochester—\$25 a month and maintenance.

House of Refuge, Randall's Island—\$30 a month and maintenance.

New York State Training School for Girls, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—\$25 a month and maintenance; if the housekeeper in the prison also acts as cook, \$35 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—†\$25 to \$30 a month and maintenance; farmhouse, city, \$15 a month and maintenance; farmhouse, Fairmount, \$20 a month and maintenance.

New York State School for the Blind, Batavia—\$25 a month and maintenance.

Thomas Indian School, Iroquois—\$20 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—\$25 a month and maintenance.

* Increase from minimum to maximum at the rate of \$1 a month per annum.

† Increase from minimum to maximum as follows: first year, \$25; second year, \$27; third year and thereafter, \$30.

WAITERS.

State Industrial School, Rochester (waitresses)—†\$16 a month and maintenance.

House of Refuge, Randall's Island (waitresses)—†\$16 to \$18 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (waitress)—†\$16 a month and maintenance.

Rome State Custodial Asylum, Rome (waitress)—†\$16 a month and maintenance.

Craig Colony, Sonyea (chambermaid and waitress)—\$16 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath (chambermaid and waitress)—\$16 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw—\$16 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook (waitresses)—†\$16 to \$18 a month and maintenance.

†Increase from minimum to maximum at the rate of \$2 per month per annum

KITCHEN.

CHEFS.

New York State Reformatory, Elmira—\$75 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—\$75 a month and maintenance.

COOKS.

New York State Reformatory, Elmira (man, head)—\$50 a month and maintenance.

State Industrial School, Rochester (man, head)—\$50 a month and maintenance; (woman, head) \$35 a month and maintenance; other cooks, \$25 a month and maintenance.

House of Refuge, Randall's Island (woman, head)—**\$35 to \$40 a month and maintenance; other cooks, \$25 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman, head)—\$35 a month and maintenance; other cooks, *\$15 to \$20 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—* \$15 to \$20 a month and maintenance.

Rome State Custodial Asylum, Rome (woman, head)—\$35 a month and maintenance.

Craig Colony, Sonyea (first grade)—†\$25 to \$30 a month and maintenance; second grade, †\$18 to \$22 a month and maintenance.

New York State School for the Blind, Batavia (woman)—\$20 to \$25 a month and maintenance.

Thomas Indian School, Iroquois (woman)—\$20 to \$25 a month and maintenance.

* Increase from minimum to maximum as follows: first year, \$15; second year, \$17; third year and thereafter, \$20.

** Increase from minimum to maximum as follows: first year, \$35; second year and thereafter, \$40.

† Increase from minimum to maximum as follows: first year, \$25; second year, \$27; third year and thereafter, \$30.

‡ Increase from minimum to maximum as follows: first year, \$18; second year, \$20; third year and thereafter, \$22.

§ Increase from minimum to maximum to be as follows: first year, \$20; second year \$22; third year and thereafter, \$25.

New York State Soldiers and Sailors' Home, Bath (man, mess hall)—\$35 a month and maintenance; (man, hospital) \$50 a month and maintenance; (diet cook, hospital) \$20 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—*\$25 to \$35 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw—\$30 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook—\$75 a month and maintenance.

ASSISTANT COOKS.

House of Refuge, Randall's Island—\$20 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse (woman)—†\$14 to \$16 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—†\$14 to \$16 a month and maintenance.

Rome State Custodial Asylum, Rome—†\$15 to \$20 a month and maintenance.

Craig Colony, Sonyea—†\$14 to \$16 a month and maintenance.

New York State School for the Blind, Batavia—†\$14 to \$16 a month and maintenance.

Thomas Indian School, Iroquois—†\$14 to \$16 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath (hospital)—\$20 a month and maintenance.

New York State Woman's Relief Corps Home, Oxford—†\$14 to \$16 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook, \$25 a month and maintenance.

* Increase from minimum to maximum as follows: first year, \$25; second year, \$30; third year and thereafter, \$35.

† Increase from minimum to maximum at the rate of \$1 a month per annum.

‡ Increase from minimum to maximum as follows: first year, \$15; second year, \$17; third year and thereafter, \$20.

KITCHEN HELPERS.

State Industrial School, Rochester (man)—*\$15 to \$20 a month and maintenance.

Rome State Custodial Asylum, Rome (man)—*\$15 to \$20 a month and maintenance.

SUPERINTENDENT MESS HALL AND KITCHEN.

New York State Soldiers and Sailors' Home, Bath—\$65 a month and maintenance.

* Increase from minimum to maximum as follows: first year, \$15, second year, \$17; third year and thereafter, \$20.

BAKERY.

BAKER.

Syracuse State Institution for Feeble-Minded Children, Syracuse
—***\$40 to \$50** a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—
***\$30 to \$40** a month and maintenance.

Rome State Custodial Asylum, Rome—\$40 to \$50 a month and maintenance.

Craig Colony, Sonyea—*\$40 to \$50 a month and cottage, with fuel and light, on the Colony grounds.

New York State School for the Blind, Batavia—*\$30 to \$40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—*\$40 to \$50 a month and maintenance.

New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook (man)—\$40 a month and maintenance.

* Increase from minimum to maximum at the rate of \$5 per month per annum.

LAUNDRY.

HEAD LAUNDRYMEN AND LAUNDRESSES.

- State Industrial School, Rochester (woman)—\$25 a month and maintenance.
- Syracuse State Institution for Feeble-Minded Children, Syracuse (woman)—\$25 a month and maintenance.
- Rome State Custodial Asylum, Rome—\$40 a month and maintenance.
- Craig Colony, Sonyea—\$50 a month and cottage, with fuel and light, on the Colony grounds.
- New York State Soldiers and Sailors' Home, Bath—\$40 a month and maintenance.
- Thomas Indian School, Iroquois—\$25 a month and maintenance.
- New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw—\$20 a month and maintenance.
- New York State Woman's Relief Corps Home, Oxford (woman)—\$25 a month and maintenance.
- New York State Hospital for the Treatment of Incipient Pulmonary Tuberculosis, Raybrook—\$40 a month and maintenance.

LAUNDERERS AND LAUNDRESSES.

- House of Refuge, Randall's Island (laundresses)—*\$14 to \$20 a month and maintenance.
- Syracuse State Institution for Feeble-Minded Children, Syracuse (laundresses)—*\$14 to \$18 a month and maintenance.
- State Custodial Asylum for Feeble-minded Women, Newark (laundresses)—*\$14 to \$18 a month and maintenance.
- Rome State Custodial Asylum, Rome (laundresses)—*\$14 to \$18 a month and maintenance.
- Craig Colony, Sonyea (laundresses)—*\$14 to \$18 a month and maintenance; (laundryman) \$25 a month and maintenance.

* Increase from minimum to maximum at the rate of \$2 a month per annum.

New York State School for the Blind, Batavia (laundresses)—
*\$14 to \$18 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—*\$14 to \$18
a month and maintenance.

New York State Woman's Relief Corps Home (laundresses)—
*\$14 to \$18 a month and maintenance.

New York State Hospital for the Care of Crippled and De-
formed Children, West Haverstraw, *\$14 to \$18 a month and
maintenance.

New York State Hospital for the Treatment of Incipient Pul-
monary Tuberculosis, Raybrook, *\$16 to \$18 a month and
maintenance.

* Increase from minimum to maximum at the rate of \$2 a month per annum.

BUILDINGS AND REPAIRS.

BLACKSMITHS.

Rome State Custodial Asylum, Rome—\$35 a month and maintenance.

Craig Colony, Sonyea—\$40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—\$35 a month and maintenance.

CARPENTERS.

New York State Reformatory, Elmira—\$50 a month, without maintenance.

State Industrial School, Rochester—\$50 a month, without maintenance.

House of Refuge, Randall's Island—\$50 a month and maintenance.

New York State Training School for Girls, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—\$50 a month, without maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—\$50 a month, without maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—\$50 a month, without maintenance.

Rome State Custodial Asylum, Rome—\$50 a month, without maintenance.

Craig Colony, Sonyea—\$50 a month and cottage.

New York State School for the Blind, Batavia—\$50 a month, without maintenance.

New York State Soldiers and Sailors' Home, Bath—\$50 a month, without maintenance.

MASON AND BRICKLAYER.

Craig Colony, Sonyea—\$50 a month and maintenance.

MASTER MECHANIC.

New York State Soldiers and Sailors' Home, Bath—\$100 a month, without maintenance,

PAINTERS.

Syracuse State Institution for Feeble-Minded Children, Syracuse—\$35 a month and maintenance.

Rome State Custodial Asylum, Rome—\$35 a month and maintenance.

Craig Colony, Sonyea—\$50 a month and cottage, with fuel and light, on Colony grounds.

PLUMBER.

House of Refuge, Randall's Island—\$50 a month and maintenance.

Craig Colony, Sonyea—\$60 a month and maintenance.

SHOEMAKER.

Craig Colony, Sonyea—\$30 a month and maintenance.

TINSMITH.

Craig Colony, Sonyea—\$25 a month and maintenance.

FARM AND GROUNDS.

FARMERS.

- New York State Reformatory, Elmira—\$50 a month and maintenance.
- State Industrial School, Rochester—\$50 a month and maintenance.
- Syracuse State Institution for Feeble-Minded Children, Syracuse—*\$35 to \$40 a month and maintenance.
- Rome State Custodial Asylum, Rome—\$50 a month and maintenance.
- Craig Colony, Sonyea—\$50 a month and cottage, with fuel and light, on Colony grounds.
- New York State School for the Blind, Batavia—*\$35 to \$40 a month and maintenance.
- Thomas Indian School, Iroquois—*\$35 to \$40 a month and maintenance.
- New York State Soldiers and Sailors' Home, Bath—\$50 a month and dwelling, with fuel and light, on the Home grounds.
- New York State Woman's Relief Corps Home, Oxford—*\$35 to \$40 a month and maintenance.

ASSISTANT FARMER.

- Craig Colony, Sonyea—\$35 a month and maintenance.

FLORISTS.

- House of Refuge, Randall's Island—\$60 a month and maintenance.
- New York State School for the Blind, Batavia—\$50 a month and board.
- New York State Soldiers and Sailors' Home, Bath—\$50 a month and board.

* Increase from minimum to maximum as follows: first year, \$35; second year, \$37; third year and thereafter, \$40.

GARDENERS.

New York State Reformatory, Elmira—\$40 a month and maintenance.

House of Refuge, Randall's Island—\$40 a month and maintenance.

New York State Training School for Girls, Hudson; Western House of Refuge for Women, Albion; New York State Reformatory for Women, Bedford—\$40 a month and maintenance.

Syracuse State Institution for Feeble-Minded Children, Syracuse—\$40 a month and maintenance.

State Custodial Asylum for Feeble-Minded Women, Newark—\$40 a month and maintenance.

Rome State Custodial Asylum, Rome—\$40 a month and maintenance.

Craig Colony, Sonyea—\$40 a month and maintenance.

New York State Soldiers and Sailors' Home, Bath—\$40 a month and maintenance.

New York State Hospital for the Care of Crippled and Deformed Children, West Haverstraw—\$40 a month and maintenance.

LABORERS.

At all institutions—\$20 to \$25 a month and maintenance.

SEWERAGE TENDERS.

Western House of Refuge for Women, Albion—\$35 a month, without maintenance.

Craig Colony, Sonyea—\$35 a month and cottage, with fuel and light, on the Colony grounds.

TEAMSTERS.

At all institutions, except Randall's Island—\$20 to 25 a month and maintenance.

House of Refuge, Randall's Island—\$30 a month and maintenance.

DAIRYMAN.

Craig Colony, Sonyea—\$45 a month and cottage, with fuel and light, on Colony grounds.

BUTCHER.

Craig Colony, Sonyea—\$35 a month and maintenance.

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